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ABSTRACT

This report is based upon an extensive examination of current teacher education and certification practices in Ohio. Examination of current practices was carried out primarily through written surveys, interviews with key persons across the state, and open hearings. Six areas covered include background and action on the report, preservice preparation, transition into teaching, professional development of teachers, teacher certification, and organizing for action. Preservice preparation covers initial training, a 5-year program for teachers, selection of students of teacher preparation, teacher educators, the role of academic professors, and fifth year programs. The transition into teaching indicates the possible areas of difficulties and a new plan for entrance into teaching. The need for professional growth, professional activity, action needed for growth, a district plan, and the role of universities are discussed under the professional development of teachers. A summary of recommendations and an appendix concerning competency based teacher education are included. (Author/JMJ)

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Realities and Revolution in Teacher Education

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Commission on Public School Personnel Policies in Ohio
Report Number Six November 1972

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Preface

THIS REPORT ON TEACHER EDUCATION is submitted to the people of Ohio at a time most propitious for greatly needed action. The timeliness of the report derives from the current excess of teacher candidates over teaching positions to be filled.

As stated in the preface of earlier reports, the group of foundations throughout Ohio that appointed and have funded the Commission have a long history of concern for public school education and a fundamental belief that results of the educational process depend in great part on the basic competence, training, and utilization of the teaching staff. They established this statewide commission of laymen for the purpose of determining ways of achieving optimum quality and use of staff and enlarging the attractiveness of teaching as a career.

The Commission represents a wide range of points of view and came together with no political intent regarding legislative courses of action. Its aim is to look generally and objectively at ways of improving public school education within the scope of its particular interest in personnel policies.

Kevin Ryan, the head of the consultants to the Commission for this report, is Associate Dean of The Graduate School of Education, The University of Chicago. Paul F. Kleine, for several years a member of the faculty at The University of Chicago, assumed the position of Chairman of the Department of Education, The University of Wisconsin at Parkside, in September of 1972. Richard M. Krasno is an assistant professor of education at The University of Chicago.

The Commission and its staff express their deep appreciation to the many public school, college, and university educators, and knowledgeable lay persons throughout Ohio who counseled with us in the development of the findings and conclusions of this report. It is particularly indebted to Professor Emeritus L. O. Andrews, Professor Roald F. Campbell, and Dean Luvern L. Cunningham, The Ohio State University; Dean George Edmond Dickson, College of Education, The University of Toledo; Dr. Richard A. Boyd, Superintendent, Warren City Schools; and Dr. Robert C. Hemberger, Superintendent, Mentor Public Schools, for the time and effort they expended on behalf of the Commission.

STEPHEN STRANAHAN
Chairman

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I Persistent and Crippling Deficiencies

THE PROBLEM OF PROVIDING well trained teachers for our elementary and secondary schools has plagued our nation for decades. The field of teacher education has continually attracted vociferous critics from many quarters. Numerous national surveys of teacher education practices have been conducted, each decrying the pitiable state of most teacher education programs and each calling for major reform. Yet teacher education programs continue much as they have in the past, characterized by a lack of clear rationale and an abundance of obsolete practices.

The Commission on Public School Personnel Policies in Ohio has critically studied teacher education in our State. We have found that Ohio is not immune to the problems which plague teacher education throughout the nation. While not peculiar to this State, the deficiences are of serious proportions and it is clear that **any effort to improve the quality of education for our children must start with a frontal attack on the inadequacies of the preparation of teachers.** Specifically, we have found the following to be major deficiencies in Ohio's efforts to prepare and improve teachers for its classrooms:

1. **The standards for selection of students into teacher education are low and unrelated to the performance demands of teaching.**
2. **Course work for potential teachers is often inadequate and lacks relevance to the specific task of preparing students for the realities of teaching.**
3. **Personnel involved in the preparation of teachers are too often**

ill-prepared for the task and remote from the world of teaching practice.

4. **Prospective teachers are provided with only a minimum amount of one of the most critical needs in teacher education—contact with children.**
5. **Certification requirements are too low and allow ill-prepared and incompetent individuals to teach in our schools.**
6. **Teaching candidates are too quickly immersed into full teaching responsibilities and lack the opportunity to gradually gain competence in their new professional role.**
7. **There are neither clear expectations nor adequate opportunities for experienced teachers to continue their professional growth after initial certification.**
8. **Teacher education is an uncoordinated field with little cooperation among those agencies and groups responsible for the preparation and certification of teachers.**

These are harsh statements but fortunately there are exceptions to these indictments. Ohio has played its part in generating the invigorating winds of change which are sweeping the nation. We have found exciting new ventures being undertaken in some institutions throughout the State. A new ferment is beginning to develop in teacher education and important examples of improved practice can be cited in Ohio.

1. Efforts are being made in several teacher education institutions to develop teacher centers for the purpose of developing close working relationships with public schools in the preparation of teachers.
2. Beginnings are underway to involve teaching candidates in earlier and more intensive experiences with children in public schools.
3. In at least one state university the education faculty has recently adopted a policy to return to public school classrooms to refresh and extend their teaching experience with children.
4. In a handful of institutions, efforts are being made to define and develop a set of teaching competencies and then to train and evaluate teaching candidates in the achievement of those competencies.
5. In a few institutions, the problem of the integration of theory and practice is at least being seriously addressed.
6. Finally, and perhaps most importantly, some teachers, some school administrators, and some teacher educators are admitting to one another that there is much more that must be done and are ready to engage in promising new approaches to teacher education.

These accomplishments are to be applauded and provide a rich resource on which to draw for the attack on the deficiencies outlined

earlier. Ironically, the accomplishments of the few also make us even more aware of the inadequacies of the majority of teacher education programs.

While it is tempting to argue that every state has similar problems, this is clearly an inadequate argument. We live in this State. Our children go to school in this State. Ohio can and must seize this opportunity to improve its system of teacher education and to provide leadership to the entire nation.

It may also be tempting to argue that the level of teacher preparation is at least as good or perhaps even better than it was 5, 10, or 25 years ago. Stated quite simply, the social, political, economic, and educational problems of our schools have increased so dramatically that modest gains in teacher preparation are quickly erased.

The time for action is now. Citizens are interested in their schools. They expect and deserve excellence. While the task is difficult, it is in no way impossible. A strong coordinated commitment on the part of educators and laymen alike will be necessary to achieve reform. However, we must be clear that reform in teacher education will be costly both in terms of time and money.

We now operate on the assumption that we can provide a person with a liberal education as well as provide him with all the professional skills, knowledge, and clinical insights required of a teacher in the same four-year time span that is required to provide a liberal education alone. It would appear logical that either the general education or the professional preparation of teachers, or both, must suffer as a result. Another perspective on the question of finances can be gained when we realize that we currently spend approximately eight times as much money to prepare a veterinarian as we do to prepare a teacher. These conditions must change if we are to make substantial progress toward improving the quality of preparation afforded to teachers.

The purpose of this report is not simply to enumerate or document these criticisms of teacher education. Rather it is hopefully to clarify many of the difficult issues associated with the preparation of teachers and then to propose specific recommendations for reform.

The Commission hopes that the recommendations offered in this report will stimulate the citizens of Ohio to act in the best interests of their students.

Background for the Report

This report is based upon an extensive examination of current teacher education and certification practices in Ohio. These practices placed in a national perspective established the context for the recommendations which are made. Examination of current practices was carried out primarily through three means: written surveys, interviews with key persons across the State, and open hearings.

Surveys

Two survey instruments were constructed at The University of Chicago. They were designed specifically to elicit facts and opinions concerning teacher education and certification practices from teacher trainers and public school personnel. One questionnaire was sent to the Heads of Teacher Education at each of the 53 accredited teacher training institutions in Ohio. The purpose of this questionnaire was to obtain data regarding size, structure, curricular content, and clinical or field components of the State's teacher training program.

The second questionnaire, designed for public school personnel, was sent out using two methods of distribution. First, a one percent random sample of all public school elementary and secondary school teachers was drawn and these teachers were mailed survey questionnaires directly. Second, the same questionnaire was sent to school personnel in a 25% random sample of all city, exempted village, and local school districts in the State. In this latter method of distribution, 156 superintendents were sent packets containing nine survey questionnaires and a cover letter requesting that they have individuals filling various roles in their school systems respond to the questionnaires. Specifically, we requested that the superintendents fill out a questionnaire and also have the following people fill them out: a board of education member; the personnel director; an elementary school principal and teacher; a junior high or middle school principal and teacher; and a high school principal and teacher. The questionnaire elicited the respondent's perception and opinions of current preservice and inservice teacher training and certification practices. Also, respondents had the opportunity to identify what they perceived to be the needs in training programs. The overall response rate of this questionnaire was approximately 70%, which provided a substantial data base from which to work.

Open Hearings

Open hearings were held during the spring of 1972 at four sites throughout the State of Ohio: Cleveland, Cincinnati, Columbus, and Toledo. These were publicized in newspapers, publications of educational organizations, letters to school districts, and posters distributed to school buildings. Interested parties were invited to make presentations regarding teacher education and certification practices to the Commission. Testimony was presented to the Commission from college students preparing to be teachers, beginning and experienced teachers, principals, professors of education, deans of training institutions, and concerned citizens. Much helpful discussion followed the freely given statements. In addition, written statements were also submitted to the Commission.

Personal Interviews

Depth interviews were conducted by Commission staff with over 75 persons throughout the State. These persons included administrators of teacher education programs in colleges and universities, students in training, school board members, superintendents, teachers and administration staff, and personnel in the State Department of Education. While the major concern of the Commission staff was to interview knowledgeable persons, care was taken to select individuals with a wide diversity of views and background and from varying geographic sections in the State.

General

Research literature in the field of teacher education and the experiences of other States were taken into full account in reaching conclusions regarding the course of action that should be followed in Ohio.

Key people in Ohio education were asked to review the report's findings and conclusions in draft form. Among the reviewers were professors of education, school superintendents, and representatives of the Ohio School Boards Association, the Buckeye Association of School Administrators, the Ohio Education Association, the Ohio Federation of Teachers, and the State Department of Education. The deans of the schools of education in the 12 state universities also reviewed and responded to a draft of the report. Many helpful suggestions were made by all of these people to improve the content of the report.

The scope of this report and its recommendations are limited to general elementary and secondary teacher education programs and no attempt has been made to develop conclusions regarding the need for special or vocational education.

Action on the Report

The literature on teacher education is replete with devastating criticism, but solutions are less clear. Having thoroughly searched the literature, we believe that this report contains the most specific and practical recommendations for needed change that have yet been offered, due in large part to the many people who have contributed constructively to their determination. This is not to say that the recommendations cannot be improved. The next step is to bring about widespread consideration of the report and to secure agreement on just what should be done to revolutionize teacher training in Ohio.

The Commission is widely distributing the report to school districts, colleges of education, educational organizations, the State Board of Education, Ohio Board of Regents, and officials of the State Government. The report will also be available to the general public.

The Commission will encourage meetings of groups of people most directly concerned with teacher education for full discussion of the positions taken in the report. All evidence points to the overwhelming need for those who are most directly responsible for the quality of teacher training to come together on a course of action and provide the impetus needed to break with tradition, reorder priorities, overcome inertia, and provide the directional and financial base for better training of teachers.

II Preservice Preparation—Too Little for Too Many

In the nation and in the State of Ohio the problem during the 1950's and 1960's was to develop a system to prepare adequate numbers of teachers of high quality. These are two separate problems: quantity and quality. The first of these problems, an adequate supply of teachers, has been more than solved. During the 1970's it is estimated that in the nation 4.1 million new teachers will be competing for 2.4 million jobs. In June of 1971, 16,325 graduates from Ohio colleges and universities were recommended to the Ohio State Board of Education for certification. In the following fall only 6,675 or 41% of these newly certified teachers were employed in the State's elementary and secondary schools. Further, we are now faced with an oversupply of certified teachers at a time when school enrollments are projected to drop off slightly.

The second problem, that of developing a system which will ensure we have teachers of a high level of professional competence, is far from being solved. While the last decade has been an exciting, innovating one in teacher preparation, developments here have not kept pace with the demands of classroom teaching. Frequently, too, some of the most dramatic changes in teacher education have been confined to small projects which have had little total impact on the State's ongoing system of teacher preparation.

The elimination of one problem, the numbers problem, should free us to focus our energies and resources on the qualitative dimension.

Clearly, the crucial challenge of the next decade is to improve the quality of our teacher preparation. In brief, the task ahead of us is to prepare *fewer but better teachers*.

This chapter will address three interrelated issues bearing on the preparation of prospective teachers. They are the programs of teacher education, the students entering these programs, and the personnel teaching in these programs. The problems connected with each of these issues will be analyzed and specific suggestions for reform will be made.

How Teachers Are Initially Prepared

The basic task undertaken by the teacher education program is to take individuals of sound character and of above average intelligence and help them to become purposeful and skillful teachers. By tradition, this task is performed by colleges and universities. Although it is the State which officially certifies and grants licenses to teach, it is the college professors who admit the student to teacher education, teach the courses, give the grades, and make the recommendations for certification to the State. If the institution graduates a student and recommends him to the State, he is almost always certified. Further, college professors have traditionally played a major role in shaping the State requirements for certification. Public schools, on the other hand, play a relatively passive role, although they are the sole consumers of the university's teacher-product. The only deviation from the general pattern, which we will discuss below, is that colleges and universities use public schools as training sites.

In Ohio there are 53 institutions currently training teachers. Many of these institutions have several different programs for training teachers in elementary, secondary, vocational, and special education. Although there is a good deal of variety from institution to institution in the content and sequence of the elements of the teacher education programs, the similarities far outweigh the differences. All but a small percentage of Ohio's teachers are trained in their undergraduate years and the professional training program for teaching is imbedded in the curriculum of the four-year college baccalaureate program.

A typical program for future teachers can be broken down in the following way:

First, **General Education:** The prospective teacher takes a pattern of academic courses in the arts and sciences which is usually required of all college students regardless of major area of concentration.

Second, **Subject Matter Preparation:** The prospective teacher takes a sequence of courses aimed at providing depth in his teaching field or fields. For example, a student preparing to be a secondary mathematics teacher will take a series of courses designed to provide him with depth of understanding in the field of mathematics. The pro-

spective elementary school teacher, on the other hand, takes a sequence of courses which cover the content areas of the elementary school. The sequence normally includes courses in English and communication arts; social studies; mathematics; visual art; science; health and physical education; and music. Programs vary in their degree of concentration prescribed for the individual content areas. These courses are frequently education courses geared specifically to prospective elementary school teachers.

Third, the **Professional Sequence:** The prospective teacher takes a pattern of courses frequently called "the professional sequence." These include introductory or foundation courses in education, educational philosophy, educational sociology, educational psychology, and history of education. These courses attempt to distill from these particular disciplines the content that relates to the educational process. Often the methods and materials courses designed to bridge the gap between educational theory and practice are included in the professional sequence.

Fourth, **Clinical Training in Teaching:** Clinical training is designed to provide the prospective teacher with face-to-face contact with students. In most programs clinical training is confined to student teaching, an experience which typically takes place off campus in a public school. After a period of observation the student teacher (at this point, usually a senior, but occasionally a junior) takes over some portion of the teaching responsibilities in a class. Student teaching assignments vary in length, but in recent years most assignments have been for ten weeks. The amount of responsibility the student teacher assumes, however, depends upon the cooperating teacher to whom he is assigned, and may vary from minimal to complete.

Except for student teaching, the form of the teacher training curriculum is similar to that of most other areas of university study. Knowledge which is judged to be fundamental and important is organized into courses, usually of lecture-discussion variety. Students demonstrate their mastery of the materials by writing papers and by taking a paper-pencil test. When students have passed all the necessary courses and have done adequately in student teaching based upon the varied criteria of training institutions, they are recommended for certification upon receiving the bachelor's degree.

The Problem

There appears to be widespread agreement that this approach to training teachers is not working. The fundamental problem is that it grossly underestimates the difficulty of preparing a person for effective teaching. Considering this approach to training teachers as an attempt to change and equip individuals for a complex occupation, our present system of teacher education must be judged to be very

weak. Teacher-training graduates do not feel that they are particularly competent as a result of their having been through the programs. And, in fact, they are not.

Teacher education programs have insufficient impact on prospective teachers for a number of reasons. First, what is taught has little transfer to classroom practice. Second, there is much that cannot be taught or cannot be taught well because of the place in which teacher education is conducted. Third, too much is expected in too little time.

In the late nineteenth century when teacher education was brought into our universities and colleges, a fundamental mistake was made. Instead of identifying the special knowledge and the unique qualities and skills needed by a teacher and then building a program to bring this about, the professional preparation of teachers was treated as though it were another academic subject. Information pertaining to teaching, the relationship between a school and its community, and other content areas gradually were sorted out and organized into standard courses.

The education courses were and are similar to courses in other fields with lectures, textbooks, assignments, and the traditional paper-pencil test at the end. The fact that education is an applied field and fundamentally different from the study of philosophy and mathematics was and continues to be ignored. The only major concession made to teacher preparation is allowing teachers, towards the end of their training, to participate in a special field experience, student teaching. Other than that, teacher education has, in effect, been poured into the standard university form. We teach about teaching, but give the prospective teacher little opportunity to practice what he is learning. We do not teach teaching.

One of the striking characteristics of the institutions in which the teachers of our young people are prepared is that in them one rarely hears a child's voice. Increasingly, teacher education has been conducted in locations remote from children. This is a particular problem for a number of large teacher training institutions in Ohio which are situated in essentially rural areas.

The old normal school had many deficiencies, particularly in the areas of its liberal arts training and theoretical foundations for teaching and learning. However, normal schools usually included a training school, where prospective teachers could observe skillful professionals and could immediately apply what they had learned from their study of teaching. Earlier in this century many of the university-based teacher education programs had a laboratory or demonstration school attached to them. These schools became too expensive and too small to accommodate the large number of students who had to be trained, and have largely been lost as a primary source of laboratory experiences.

Now, young people preparing to become teachers take courses in educational psychology, read about children, engage in heated debates about this or that method of handling children, but often do not encounter a child until the student teaching period. This remoteness from children and elementary and secondary classrooms permeates many teacher training programs. It gives the programs an abstract, ivory-tower quality and greatly limits understanding of the educational material studied. More important, it gives the future teacher very little opportunity to gain mastery over the strategies and skills which should flow from the theoretical study of education. Fifty-three percent of teachers and administrators responding to the Commission's questionnaire indicated that experience with the realities of classroom teaching provided them during their preservice training was "barely adequate," while 28% considered it "totally inadequate." Of the university teacher educators responding, 64% indicated that it was "barely adequate."

Student Teaching

Student teaching is, of course, an experience where the future teacher is to make the practical application of what he has learned. Traditionally, it is considered by teachers as the most relevant and helpful aspect of their preparation. When compared with education courses, observation, and other experiences, 78% of the teachers in the Commission study indicated that student teaching was the most beneficial experience. In contrast, only 7% chose education courses as the most beneficial.

The major problem with student teaching can be summarized by "too little too late." In most teacher education programs student teaching has to carry too heavy a training burden. A student teacher observes the class of an experienced teacher and then takes it over for a number of weeks. Normally, a class is organized and well under way when the student teacher takes over. He essentially goes through an instructional sequence established by the cooperating teacher. It is a demanding experience, but one in which only a small percentage of a teacher's training needs can be dealt with.

Further, student teaching comes at the wrong time. Often it occurs three years after the student teacher has taken his first education courses. That is an exceedingly long time to wait to apply course work. And, it comes so late in training that if it leads the student teacher to decide that he does not want to become a teacher, he has wasted a great deal of his and his teachers' time.

More important is the fact that a student teacher develops questions and problems as he makes his first attempt at teaching. He begins to see his deficiencies and develop a clear sense of his needs. However, at that point (he usually is in his senior year) he has finished the program or very nearly so. He takes these unanswered questions

and unmet needs with him to his first job, if, indeed, he has decided to enter teaching.

Student teaching is weakened further by a lack of quality control. While this is a problem in other aspects of teacher education (the required course in educational psychology at one institution varies greatly in quality with another institution) the lack of quality control is particularly evident in student teaching. Exactly what a student teacher is supposed to do during his period of training and how his success is evaluated vary immensely from institution to institution. In fact, few programs have a precise outline of what the student teacher is to accomplish.

The quality of the cooperating teacher, the individual who should play the crucial role in student teacher development, varies greatly. Some programs have identified and trained cooperating teachers and keep very close communications with the student teacher and his cooperating teacher. Other programs do very little to choose or train or even communicate with cooperating teachers.

Student teaching, then, is a generic label for a very important activity but one which varies immensely in quality. Too often the experience is nothing more than a survival task for the student teacher. If he lives through it without getting into too much difficulty, he passes student teaching and is recommended for certification.

Old Forms and New Demands

In summarizing the weaknesses and inadequacies of preservice teacher education, let it suffice to say that we have inherited a system of training teachers which may possibly have been adequate in a simpler, less demanding era, but which is clearly inadequate for the educational requirements of the Seventies and Eighties. There can be little doubt that teaching is a more demanding occupation than it was ten or twenty years ago.

A generation ago a large number of students left school in the late elementary and early high school years. Now more students stay in school for longer and longer periods. Many of them have no clear learning objectives and little interest in the traditional academic or vocational programs. These students pose special problems for their teachers. It is not enough for teachers to simply separate the weak students from the strong through grading procedures. Further, the demands of our new society have forced the schools to teach more knowledge and more skills.

The curricula of our schools are continually being changed and upgraded. The children of the television era require better instruction, methods which involve them more and keep them from corrosive boredom. Reading teachers can no longer rely on being skilled in only one method. Social studies teachers can no longer get by with only the lecture-discussion method. Teachers need to have mastery of

several different approaches, not simply for variety, but to be responsive to the needs and learning styles of different students. However, while the demands on teachers have increased dramatically, the system which prepares them has seen little change.

The problem is not that we cannot prepare teachers, but that we do not prepare them. We do not prepare teachers because we are captives of a simplistic notion that we can train them as teachers at the same time that they are earning their undergraduate bachelor's degrees. Future teachers are not only getting a second-rate undergraduate education, they are getting a third-rate professional education. We have been unwilling to spend the time and money necessary for true professional preparation. We have taken a short-sighted, on-the-cheap approach to teacher education and we are getting what we paid for.

We are not faced with an insoluble problem. Nor, however, are we dealing with a problem which minor tinkering will correct. More rigorous courses, better students entering teacher education, more use of the new media . . . these alone will make but a slight difference. We need a new commitment of time and resources for an entirely new structure within which to prepare our teachers.

Plan for a Five-Year Program for Teachers

The Commission recommends that teacher preparation be conducted in the context of a five-year sequence of study and training. During this period, future teachers will pursue a bachelor of arts or sciences and a masters in teaching, both degrees to be awarded upon successful completion of a five-year sequence. We urge this because it appears self-evident that our teachers must be, at least, as liberally educated as other college graduates and further, because their chosen career demands substantial professional training.

At present our state universities receive relatively low reimbursement for teacher education. The professional training of teachers is not given the professional level of state support provided such areas as journalism, computer science, or engineering. In fact, the State of Ohio presently supports the education of a nurse at over three times the level it supports the education of a teacher. We recommend that teacher education be raised to the professional level of support within the state university system.

In recommending a five-year program for teachers we are not recommending more of the same. We urge a longer time structure in order to accommodate a **new program of training.** The combined bachelors-masters program must be a carefully sequenced integration of the theoretical study of teaching and learning and of the acquisition of professional skills. It must combine formal study and training on the campus with study and training in the schools and their communities. Further, teacher education students must have ample

opportunity to pursue their study of the liberal arts throughout this five-year period. We see the following competencies as outcomes of the combined bachelors-masters program:

1. Command of theoretical knowledge about learning and human behavior.
2. Control of those technical skills of teaching which appear to facilitate student learning.
3. Display of attitudes which foster learning and genuine human relationships.
4. Firm control of subject matter to be taught.

However, we are not suggesting that the liberal arts component of a future teacher's preparation should not be re-examined and, perhaps, compressed in time. There is serious concern in the State about the remoteness from life and human problems of much of the college student's academic study. Also, many feel that the new student comes to the college better prepared academically and, as a result, may not need the standard four-year program. The Commission's recommendation for a five-year sequence for future teachers should be viewed as a plan to extend and strengthen the professional training of teachers and not as an inhibitor of reform in the liberal arts.

We recommend that a college student not be admitted into the programs of teacher preparation until his junior year. We believe that students need a concentrated period of general education before committing themselves to professional education.

Before being admitted to a teacher education program, the student should complete a special introduction to education experience. We use the term "experience" to distinguish it from the normal introduction to education course which is textbookish and campus-bound. The introduction to education we recommend combines the study of education with observation in schools and their communities. This experience should take place in the spring of the student's sophomore year or in the fall of his junior year. The special introduction to education must allow the student to read and discuss works which confront him with the key ideas and issues in American public education. Then, students will be sent out to the schools for approximately five weeks of observation.

The purpose of this period of observation is to allow students to test these ideas and issues against the realities of the field. The students should observe classes and have opportunities to meet with teachers, students, administrators, and parents. Ideally, they should observe and investigate in two different settings, for instance, in an inner city high school and a rural elementary school, or a suburban junior high school and a vocational school. Although there will be ample time to simply observe in different schools and classrooms,

students will spend a large portion of their time observing with specific intentions. They will be aided in their investigations by survey questionnaires and classroom observation instruments. The overriding purpose of this introduction to education experience will be to aid both the college and students in making an informed formal decision about admission into the program of professional preparation for teaching.

The Professional Sequence

Once admitted to the program the student will take a sequence of professional courses which provide him with a firm command of a current knowledge base in teaching and learning: the foundations of education as drawn from philosophy and the behavioral sciences; the nature of the learner and his development; and the methods of instruction appropriate to his special area of teaching. The program must not simply be a list of required courses. Rather, the courses should be part of a carefully sequenced program, a program which is built upon a clear conception of what teachers must know and what they must be able to do. Some of the teaching skills which would be acquired in such courses are the following:

1. Diagnosing student needs and learning difficulties.
2. Devising learning objectives and programs tailored to individual student needs.
3. Asking types of questions which require a different type of thought process in response.
4. Effectively rewarding certain kinds of student behavior.
5. Using various kinds of audio-visual and instructional aids.
6. Evaluating student performance and providing students with knowledge of the results.
7. Effectively using different kinds of knowledge to teach curricular content.
8. Instructing individuals, small groups, and large groups.

Instead of each course being a discrete, isolated event in a student's program, each course or experience in the basic professional sequence must draw upon and extend what has been previously learned. While we do not recommend the particular sequence or cluster of courses, we believe it is incumbent upon each institution training teachers to develop such a conceptionally based program of teacher preparation, and continually monitor the program to ensure that it is achieving the program's stated aims and objectives.

Professional Laboratory Experiences

It is not enough, however, to have revitalized more rigorous course work in the study of education. Teacher education must transcend the university and spill out into schools and communities. Not only

should the intellectual base of teacher education be broadened but, also, its physical base.

Students preparing for careers in schools must have many opportunities to be in schools. They should not, though, be there simply as observers. Rather, they must be there in a dual trainee-worker capacity. In the Commission's survey, 91% of the respondents agreed that teacher preparation "would be significantly improved if all people considering entering the teaching profession were required to spend a quarter observing and assisting teachers prior to entering into teacher training." Ninety-five percent agreed that "more varying teaching experiences prior to student teaching would be helpful."

Each program of preparation must develop a sequence of professional laboratory experiences. By professional laboratory experiences we mean a planned set of experiences which systematically expose prospective teachers to the professional problems and issues confronting teachers, and which aid them in the acquisition of skills and strategies of instruction. However, the sequence of professional laboratory experiences should be planned with adequate flexibility to accommodate the training needs of individual prospective teachers.

Some of these professional laboratory experiences might well occur on the college campus, but the bulk must be carried on in and around schools.

The sequence of professional laboratory experiences might include some of the following:

- **Teacher Aide Experiences** in which the trainee is assigned to a teacher or to a group of teachers to assist in the clerical and other non-instructional aspects of the teacher's role and the reinforcement of learners' skills.

- **Classroom Observational Experiences** in which the teacher trainee observes classroom behavior, records what he sees, and later analyzes what he has observed.

- **Simulation Experiences,** a form of the case-study method, which sensitize future teachers to common classroom problems, such as responding to an angry and misinformed parent or to a gross breach of classroom discipline. The problem is introduced by a brief film or tape. Then, students role play the situation in an attempt to resolve the problem.

- **Community Work-Study Projects** in which the trainee is assigned to a youth serving agency. The teacher trainee performs specific assignments, but also is given the opportunity to get to know a particular community and its people. His understanding of the community should come about through a study project which allows him to talk to a wide variety of individuals in the course of his study.

- **Tutoring Assignments** in which the trainee diagnoses a student's

learning difficulty, plans the sequence of instruction, executes it, and evaluates the student's progress.

■ **Associate Teacher Experiences** in which the trainee helps a regular teacher plan, teach, and evaluate outcomes of learning.

■ **Microteaching Experiences** in which the trainee teaches a small group of elementary or secondary students for a short period of time, and receives extensive feedback on his performance. Normally, the trainee will attempt to practice a discrete teaching skill, such as asking probing questions or positively reinforcing students' responses.

■ **Student Teaching** in which the trainee actually takes over the teaching assignment of another teacher, but who works under the guidance of that teacher. During this phase of training the future teacher should demonstrate his professional competence in a wide range of teaching functions and activities.

Since a sequence of professional laboratory experiences is the major innovation in the combined bachelor-master's program, the functions performed by professional laboratory experiences should be clear.

First, the early and continuing immersion in the schools and in professional problems confronting teachers will help the student to make a better decision about whether or not he truly is suited for teaching. Instead of waiting until student teaching or the first year of teaching to make such a decision, he will have acquired enough experience to make an informed choice early in his undergraduate years.

Second, such exposure to the realities of schools and the teacher's daily work will enable the individual student to identify his own strengths and areas of weaknesses. He will have better insight and be better able to use his total university program to develop himself as a teacher.

Third, these professional laboratory experiences will become a source of data about problems of instruction, about the nature of learning, about the operations of schools, which will enrich his academic study of these issues.

Fourth, he will gain professional skills, have the opportunity to test these skills with children and gradually develop a full repertoire of teaching competencies.

Finally, the student's performance in these professional laboratory experiences will become the major criterion upon which he is or is not recommended for professional certification.

Professional laboratory experiences, such as the September school visiting experience, teacher aiding, and student teaching, have been a part of many teacher education programs for several decades. They have rarely, however, been fully integrated into the campus program. Students are sent out to schools "to get a taste of reality." There is little communication with the schools' teachers and admin-

istrators. Little use is made of the experiences once the students return to the campus. Such an approach is totally inadequate. Each teacher education program's professional laboratory experiences must be an integral part of the total program of preparation. Wherever possible there should be links to course work in education.

College-School Collaboration

The objectives of the five-year program of teacher education cannot be achieved without a much greater degree of collaboration between the colleges and schools. The old rubric of the college as producer of teachers and the school as consumer must give way to a shared responsibility for teacher education. The term "teacher educator" must also be broadened to include the teachers and administrators in our schools.

This new constellation of teacher educators together must forge the new professional programs. Realistically, for this to be achieved, the teachers and administrators must be decision-making partners in what hitherto has been the sole province of university professors of education. We recommend that each teacher preparation program have a Teacher Education Council composed of university professors, deans, and central office administrators; and of school teachers, administrators, and school board members. The Teacher Education Council must not merely be advisory, but have clear decision-making functions, so that the responsibility for the program of training is clearly in its hands. In the Commission's survey, teachers and administrators overwhelmingly agreed with the following statement: "The public schools, colleges, and universities should share in the instruction and clinical training of preservice teachers."

Since not all college professors, and certainly not all school-based teacher educators, will be on the Teacher Education Council, a great deal of communication will be needed especially in the initial stages. Each year all cooperating teachers and administrators should come to the campus at the invitation of the Teacher Education Council to clarify the program and its objectives and in particular, the roles to be performed by each group. Further, all professors of education involved in the Teacher Education Program should regularly meet with the teachers and administrators of cooperating schools to receive feedback and to address problems occurring in the field. Without close communication and clear delineation of responsibility, the partnership essential to the new five-year program will not exist.

Recommendation 1

Five-Year Programs of Teacher Education

Teacher preparation in the State of Ohio should be conducted in the context of a five-year combined bachelors and masters programs of study and training.

Recommendation 2

Professional Level of State Support

The three years of teacher education should be raised to the professional level of support by the State.

Recommendation 3

Professional Laboratory Experiences

All prospective teachers should complete a carefully sequenced program of professional laboratory experiences in order to more realistically and effectively meet the demands of classroom instruction.

Recommendation 4

Teacher Education Councils

Each college initially preparing teachers should institute a Teacher Education Council with balanced representation from schools, school boards, and colleges of education. The Teacher Education Council will be charged with the responsibility to establish and to implement policy for its teacher education program. The Teacher Education Council should be able to make decisions about all aspects of teacher education programs and will give particular attention to the implementation of the professional laboratory experience component of the program.

Selection of Students for Teacher Preparation

The academic standards for admission into college and university teacher education programs have, in general, been quite low. The intellectual calibre of teacher trainees has been correspondingly unimpressive. In 1968, undergraduate education majors ranked lowest in sixteen professional categories on the Educational Testing Services' Graduate Record Examination, reaffirming similar rankings in 1952 and 1964. Given the generally low status of colleges of education, some of our most talented university students shy away from teacher preparation. While intelligence is not the only criterion for good teaching, it is, nevertheless, a critical element to be looked for among those who are to introduce the young to the life of the mind. We cannot afford low intellectual standards among our teachers. Nor can we afford the loss from teaching of the academically talented.

In recent years the public image of teachers may have been shaken by their aggressive bargaining tactics. However, the majority of people still look upon teaching as a profession that demands a deep personal commitment. There is relatively little commitment, however, demanded of the college student entering teaching. There is a

clear reason for this. For many years teacher education has served as an area of study providing both a general education, which is considered necessary for an educated citizenry, and a vocational "insurance policy."

Parents and career counsellors often tell college students, particularly young women, that they should "get a credential" while in college and speak of teacher preparation as an "insurance policy" against periods of marital or economic adversity. While this may be sound parental advice, it does not contribute to the building of a deeply committed teaching profession. It would seem, too, that many take this advice. **Even before the current teacher surplus, fully 30% of the approximately quarter million who graduated as teachers each June failed to enter the teaching profession the following September.** Coupled with the common perception of teacher education students that most education courses are neither intellectually rigorous nor demanding of time and energy, it is clear that commitment is not a major factor in becoming a teacher.

Our present policies for the selection of students for teacher education programs often attract the least committed students while our programs discourage the intellectually gifted. This situation must change.

New Selection Procedures

Current policies and practices of admission into teacher education programs are quite similar across institutions. Our survey of teacher education institutions in Ohio indicated that in almost all teacher training institutions the major and often single criterion for admission is the high school or college grade point average. This dependence upon a single tenuous criterion is in many ways self-defeating. We know that grade point averages are at best only a fair predictor of intellectual ability and that it is really very difficult to ascertain the comparability of grade point averages across institutions. We also know that the relationship between grade point average and an individual's ability to teach has never been demonstrated. Grade point average is obviously a reasonable indicator of probability of success in course work **within** a particular institution and therefore may be a useful index for some limited purposes. However, it is clearly inadequate as the major selection criterion for admission to teacher education.

Teacher educators have justified the use of the grade point average by claiming that academic standards for potential teachers must be high. This is certainly true. However, current admission practices hardly live up to this ideal. In effect, there is now virtual open access to teacher education programs even though grade point averages are used as the major selection criterion. Standards are so low that almost anybody who applies and has either a high school diploma or

who has "passed" most of his previous college work is admitted to the teacher education programs of most colleges.

The remedies for the problems of selection and admission to teacher education programs are not simple and clear cut. As a first step, teacher education must abandon its role as an all purpose general education alternative and assume its rightful role as a specialty concerned with the preparation of skilled professional personnel. The combined bachelors-masters program we are recommending would achieve this end. Second, in a time of surplus candidates teacher educators must seek quality. However, they must look beyond a simply more rigorous interpretation of currently used criteria to new criteria for selection which reflect programmatic objectives.

When asked what **should** be the major criterion for admission to teacher education programs, Ohio teacher educators placed grade point average a poor fourth behind capacity to work with children, emotional maturity, and professional commitment to teaching. While some of these criteria are more easily quantified than others, each of these mentioned can in fact be assessed in a systematic manner.

We view each of these criteria a necessary but not sufficient condition for good teaching. None can or should be subjugated to another. Teachers must be of high intellectual capacity, emotionally mature, and committed to children and the profession. The combined bachelors-masters program suggested in this report lends itself to a modified and hopefully more productive procedure for selection and admission.

However, before a college student is considered for admission to teacher education, he should have given very careful consideration to the matter of his career choice. At present, it appears that many college students make very casual decisions about future careers. Further, colleges and universities do little to aid students in making realistic and thoughtful choices. It is imperative that teacher education faculties develop a means of counseling students prior to admission into their programs. An effective counseling program could not only be a valuable aid to the individual college student, but could prevent waste of program resources on uncommitted or unsuited students.

In the proposed program, each applicant to teacher education will have an opportunity to demonstrate his capacity to work with children, his emotional maturity, and his commitment to teaching prior to application to the program. In addition, he will have had two years of college work in which to demonstrate intellectual ability as well as the ability to deal with academic subject matter **within** the teacher training institution. In this context, the use of an objective criterion such as grade point average does, in fact, take on more

meaning. Finally, having the introductory education experience suggested prior to admission into the teacher preparation program, should materially help the individual applicant in self-selection. Early exposure to at least some of the realities of teaching will enable the student to make a more rational decision about a teaching career than was previously possible. This initial experience will also provide the teacher training institution with data enabling it to weed out those extreme cases who clearly should not be admitted to teacher preparation.

Finally, in light of the current teacher surplus it is clear that an adjustment must be made to accommodate for the current market conditions. At present, Ohio teacher education institutions are overproducing teachers at a substantial rate. This represents a waste of resources and dilutes the efforts of persons and programs. The teacher training institutions need assistance from a central coordinated source of information in order to develop rational admission policies based upon manpower data.

Recommendation 5

Selection of Students Into Teacher Education Programs

Teacher preparation programs should develop broader criteria and more rigorous policies of selection. Criteria for admission should be consistent with the specific goals of the program and should include measure of intellectual competence, ability to succeed in academic course work, facility in dealing with children, and commitment to the teaching profession. Each teacher training institution should take immediate steps to develop valid and reliable measures of these necessary dimensions of teacher properties.

Recommendation 6

Reduction of the Number of Students Entering Teacher Preparation

Colleges and universities of Ohio should drastically reduce the number of students they are preparing for teaching. The resources saved by this decrease should be used to improve the quality of existing training programs.

Recommendation 7

Manpower Data System

A statewide system for providing manpower data on careers in teaching should be established. The manpower data system should provide current information on the needs for teachers in various subject fields, grade levels, and areas of specialization. Further, the manpower data system should provide predictions of the needs for

educational personnel for five- and ten-year periods. This information should be widely distributed throughout the high schools, and colleges of the State.

Teacher Educators

When the public thinks of those who educate teachers, they ordinarily think of the faculties of the schools and departments of education. A very high percentage of professors of education are former school teachers. For the most part, these teacher educators are a special breed. They bring to a university or college years of experience teaching and working with children. Many have had additional supervisory and administrative experience in schools. One would suspect that the great majority were successful teachers before they obtained advanced degrees and began working in higher education.

Having been an effective teacher of elementary or secondary school children is no guarantee, however, that one will be an effective college teacher. The intellectual, attitudinal, and social differences between young adults and children are great and success in teaching youth is no guarantee of success in college teaching. While one might expect professors of education to outshine their arts and sciences faculty colleagues in teaching, there is little reason to expect this to be true. Besides the fact that former school teachers may have to unlearn some inappropriate methods and techniques, they, like other professors, receive little or no training to teach on the college level. The system of preparing teachers for college classrooms is reminiscent of the divine right of kings. One becomes a good teacher with the conferring of the doctorate degree.

The majority of professors of education have made a mid-career change after starting in school systems and have entered university life relatively late. They have received a different socialization than their university colleagues in the arts and sciences, and as a group they have failed to forge a sense of autonomy and to project an image of competence as have faculty members in other professional schools, such as law and medicine. They have a certain unease in college and university life and the image of teacher educators contributes to a political vulnerability which is reflected in lower status on the campus and heavier loads of students and classes.

It is too easy, however, simply to lay the blame for the education of teachers at the feet of professors of education. This is a common pastime in universities and there is a good deal of hypocrisy involved. State universities normally receive generous tax support because they make a large point of their mission to prepare teachers for the State's lower schools. When they take their budgets to the state legislature, there is much rhetoric about a university-wide commitment to prepare teachers for the public schools.

Unfortunately, only a portion of the monies allocated to teacher education is actually spent on the programs. Funds are reallocated to other parts of the university. Further, the stated commitment is shared by only a few faculty members outside the school of education. And it is with these professors of the arts and sciences that the future teacher spends the majority of his time. Some future teachers, particularly secondary teachers, have 80% or 85% of their course work with academic professors. It is fair to say, however, that relatively few professors outside the departments and schools of education look upon themselves as teacher educators despite the dependence of education students upon them. They are specialists in their disciplines and for the most part feel very little obligation to help future teachers discover the relevance of their subject matter to, or the best ways of teaching it in, elementary and secondary schools. Rarely are future teachers encouraged or allowed to use their courses to investigate some aspects that might have particular meaning to schooling. This is not done out of malice, but simply because teacher education does not command priority among professors of the arts and sciences.

Professors of education and professors of the arts and sciences share more than their lack of training to teach. They also are employed as teachers in educational institutions which provide their greatest rewards—money, tenure, and promotions—for non-teaching activities: research and publishing. While there are notable exceptions to this rule, it is, nevertheless, the rule.

In addition, the two groups share the common characteristic of rarely being found in elementary and secondary schools. Most arts and sciences professors have not been in elementary and secondary schools since they were themselves students there.

Professors of education rely all too frequently on their recollections of how schools were when they taught in them. While there is a strong movement among teacher educators to have closer contacts with the field, most stay close to the college. This is particularly unfortunate since teaching and schools and youth make up a large part of what is meant to be their area of expertise.

Further Training

One of the most consistent complaints of graduates of teacher education programs is the poor and unimaginative teaching by the education faculty. While such a blanket indictment is assuredly unfair to the many inspiring teacher educators in the State, the frequency and the intensity of the view make it difficult to ignore.

There are clear reasons why the quality of instruction is not high. As stated earlier, teacher educators receive no special training for college instruction. They normally have the heaviest teaching and student counseling loads on the campus. And, most importantly,

quality teaching is not a high priority in the reward system of colleges and universities. This is an intolerable situation. If teacher educators are to continue to have the responsibility for selecting, training, and recommending future teachers for certification, they must themselves be exemplary teachers. They should lead the way and be models, not only to their students, but to their faculty colleagues.

Each faculty should develop a thorough plan to improve the quality of instructional services. The plan should be a comprehensive one providing for evaluation and training for all teaching personnel, particularly new faculty. The fallacy that college and university professors need not give continuing attention to teaching must be repudiated with deeds. Administrators or their delegates should survey the recent students of each faculty member for evaluations. Data should be summarized, including a sampling of free comments, and a copy given to the individual faculty person. He in turn should reply to this evaluation with an individual plan for improvement and professional growth.

Faculty members who are particularly strong in some area, such as small group teaching or evaluation, should be identified and their skill made available to colleagues with deficiencies in those same areas. Groups of individuals needing help, or simply interested in an area should form into study and training groups.

Faculty members should routinely have their classes videotaped for their own analysis and possibly by colleagues with whom they are working on instructional problems. The result of this renewal effort by the education faculty should be that they become the models of teaching excellence.

Faculty members should be able to employ many different instructional methods in their teaching. They should use the latest instructional aids and new media, and they should be able to use them well. Specifically, they should demonstrate by their actions the value of individualized instruction. Teacher educators must pioneer in ways to break the lockstep of mass education by showing their students ways to respond to differing needs and backgrounds.

All of these efforts at renewal will be a sham unless the reward system in schools and departments of education are altered to recognize the primacy of excellence in teaching. Faculties need to clarify or develop new policies which reflect this heightened priority.

Teacher educators need to have more contact with children and the State's elementary and secondary schools. In the Commission's survey, teachers and administrators were asked to choose from among six suggestions aimed at helping teacher educators to be more effective. They overwhelmingly chose the following plan: "Teacher educators should periodically return to classroom teaching at the elementary or secondary school level." Recently there has been a growing recognition of this need among the teacher education

community. Teacher centers, student teacher centers, cooperative training sites, and many other mechanisms have been developed to bring teacher educators in closer proximity to schools. Many of these efforts are only pilot or experimental steps, however, which affect few people and do not become part of normal procedures.

Ideally, one would expect teacher educators to gravitate to elementary and secondary schools. However, the demands of their college careers simply allow little or no time for this needed activity. Also, geography is a factor for the faculty of some of our more rural colleges. There is little reason to believe that this remoteness from the classroom will change by itself. What is needed is a requirement for all teacher educators to spend a substantial period of time in a pre-collegiate school every four or five years.

The great majority of teacher educators, especially methods professors and supervisors, should have instructional responsibilities in the schools. While finding teaching opportunities for professors, such as those in the philosophy of education, might be more difficult, they, nevertheless, need to have some opportunity to teach at the precollegiate level.

While teacher educators may be able to provide important services in the areas of research and inservice training to the elementary or secondary schools in which they are teaching, their primary purpose remains self-educational. Teacher educators should receive their regular salaries during these periods, recognized as necessary periods of retraining to maintain or improve levels of competence.

Another way to accomplish these same ends is to allow and encourage teacher educators to have a continuing relationship with a school. By working closely with teachers and trying out materials in the classroom, teacher educators could accomplish many of the goals of full-time teaching.

Sending teacher educators to schools will be an excellent opportunity to bring some of the State's outstanding classroom teachers to universities and colleges. In the Commission's survey, 90% of the teachers and administrators agreed or strongly agreed with the following statement: "Skillful teachers who are actually involved in teaching children should be given a much greater role in preservice education." In effect, what we are suggesting is an exchange of school-based and college-based teacher educators.

The Role of Academic Professors

As mentioned earlier, teacher education students will continue their study of the liberal arts and sciences during the junior, senior, and fifth years. Because teachers are the mediators of knowledge and of our cultural heritage, the study of the liberal arts and sciences should not be separated out from their preparation for teaching. To achieve this integration, a much greater degree of cooperation and

understanding is needed from academic professors. While in no way suggesting that academic professors water down course content, they must play a more useful role in preparing future teachers to teach subject matter. We see this occurring in three ways.

First, academic professors should provide academic courses in their disciplines which focus on the content that future teachers will be dealing with in the schools. These courses should make clear how particular disciplines relate to the subject matter of elementary and secondary curricula. Teachers need not only knowledge, but knowledge about knowledge. In order to do justice to the disciplines in their own classrooms, future teachers need to have sufficient perspective on their subjects to be able to analyze and convey its elements, logic, possible uses, social biases, and their relevance to the needs of students. Such knowledge about knowledge and subject matter should provide the teacher and the student with the control and flexibility that keep them from being misled or victimized by knowledge.

Second, academic professors should allow future teachers to write course papers and to engage in projects that attempt to bridge gaps between disciplines and some subject matter presentation in the schools. For instance, a future junior high school social studies teacher might do a paper analyzing the concept of America as a melting pot in standard junior high textbooks in the light of recent research on ethnicity. There is certainly no dearth of intellectual questions surrounding the subject matter of elementary and secondary schools. Future teachers must be encouraged to use their academic course work to pursue some of these questions.

Third, the Teacher Education Council should include academic professors. They should serve on the Teacher Education Council not only for their substantive contribution to the process of educating teachers, but, further, to be advocates with their faculty colleagues for greater involvement in teacher preparation.

Recommendation 8

Further Training For Teacher Educators

The teacher education faculties of each institution in the State should enhance the quality of their own teaching. Four measures are recommended to achieve this end:

First, each teacher education faculty should have specific programs which lead to the increased teaching competence of the individual faculty members.

Second, each faculty should have a clear policy that, except for rare situations, demonstrated capacity to teach be considered as the most important criterion for promotion and tenure.

Third, professors of education engaged in teacher training should

themselves teach, or be intimately involved in the instructional program of an elementary or secondary school, for one year out of every five years. While the specific length of time for this period of service in the schools and the exact functions to be performed should be left up to schools and colleges to arrange, the period of time should be in the proportion of one year out of every five.

Fourth, highly skilled elementary and secondary school teachers should be invited regularly to the training institutions to instruct future teachers.

Fifth-Year Programs

At present, 7% of the nation's teachers enter the profession through fifth year and Master of Arts in Teaching programs. Usually these teachers either make a decision to become teachers too late in their undergraduate years to be admitted to teacher education programs, or they purposefully choose not to sacrifice their liberal education for professional training. Many of the students who enter the graduate programs in teaching are among the most intellectually gifted entering the profession. While the combined bachelors-masters program we are recommending will attract many who typically shun undergraduate teacher preparation, we believe that many still will make late decisions to enter teaching. For this group of recent college graduates and others who make mid-career decisions, we recommend the establishment of approximately eight fifth-year programs situated regionally throughout the State. A limited number is recommended in the interests of economy and quality.

Recommendation 9

Fifth-Year Programs

Approximately eight intensive fifth-year programs leading to a masters degree and initial certification for teaching should be established throughout the State.

III Transition Into Teaching

EACH YEAR APPROXIMATELY 8,500 TEACHERS from within and without the State begin their careers in Ohio schools. They are young and energetic and idealistic. Most of them have been working and planning to become teachers for a long time. Although they did not expect teaching to be easy, they did not expect too many surprises. After all, during the last fifteen years they have spent almost a fourth of their waking hours in school and around teachers. And too, they have recently completed practice teaching which is supposed to be the test to see if they are ready for classroom teaching. As a result, they come to their first teaching assignment with high hopes and with expectation of finding a satisfying career. Unfortunately, their hopes and expectations are rarely achieved.

The mechanism designed to introduce new people into schools is a major contributor to poor teaching. It is both conceptionally and practically deficient. When a newly certified teacher is hired by a school district, he is hired to take over full teaching responsibilities. If he is an elementary school teacher, he teaches 30 or so children all day for the entire year. If he is a high school teacher, he may teach as many as 150 students in five different classes daily for the entire year. This, of course, is the same formal teaching load of an experienced teacher. It works out though that the beginner's load becomes a heavier load. First, all teachers have extra-curricular activities to perform such as corridor duty, study halls, and club sponsorship. Having no seniority, beginning teachers are often given the most

odious of these duties. Also, they are frequently given more difficult students and classes, ones which the experienced teachers prefer not to take on.

The fact that beginning teachers begin their professional careers drastically undertrained is not recognized by the manner in which the first year is structured. For one thing, first-year teachers begin teaching with very little orientation to the school. At best, they have a week in early September to become familiar with all of the school's routines and procedures.

Difficulties From Many Quarters

The vast majority of new teachers are assigned to a self-contained classroom. They, like their experienced colleagues, teach isolated one from the other. They have almost no opportunity to observe how their skilled colleagues teach. Although they receive some evaluative visitations from their administrators, they generally receive little systematic guidance. As a result of their entering state of training and the built-in obstacles, they encounter difficulties from many quarters.

The Students

The major source of the beginning teacher's difficulties is his students. Many beginning teachers begin their careers with very romantic and unrealistic attitudes about young people. They start the year with high hopes and zeal. At first, the students are responsive and cooperative. Everything seems to be going well during this time which has been called "the honeymoon period." This lasts for approximately a month and then things begin to change.

Students begin to test the beginner. They try to find out the limits of what he will put up with. It is the rare beginning teacher who handles this testing period well. The beginning teacher then enters a period which is called the "curve of disenchantment." Studies of teacher attitude show that the new teacher's positive attitudes towards children drop sharply from the high in the late stages of their preservice training to a low in December and January of the first year of teaching.

During his college years, the beginning teacher had studied children in textbooks, fantasized about the children he would be teaching, and generally developed unrealistic views about what he would be able to do with his future students. Once he encounters the real students in his classes, he is confused and disappointed.

The beginning teacher's difficulties are manifest in the area of discipline. Trying to cope with the misbehavior of children becomes a major preoccupation in the first year of teaching. Their inability to manage children drives many teachers out of the profession.

Instruction

The ultimate goal of school is, of course, student learning. When the beginning teacher sees that his students are making progress, other problems seem less significant. However, when it appears that students are not learning, the teacher's world begins to cave in.

Much of the beginning teacher's problem is making the transition from educational principles and theory to classroom practice. Ideas, such as individualizing instruction, to which he was committed before he began to teach, prove unworkable so he retreats to traditional modes of instruction. He lacks the "bag of tricks," the practical know-how to do such simple things as passing out and collecting papers efficiently. In his search for effective approaches, he jumps from one effort to the next without ever really understanding or mastering any. The beginner is not only handicapped by possessing few instructional skills, he is also on a continual search for subject matter that "works." Knowing neither the curriculum nor the students well, he is continually searching for the right match. This continuing struggle with methodology and content drains beginning teachers of time and energy.

The Parents

One of the surprises of the first year of teaching is the complexity of the teacher's relationship with parents. The beginning teacher expects that the parents of students will be his natural allies in that they are both concerned with the children's growth and welfare. When he has difficulty with students, he expects parents to agree with his point of view and to back him up. Instead, he often discovers parents with intense emotional involvement with their children's success in school and with highly divergent views of the child from his own. What the teacher had hoped would be a meeting of the minds turns out to be a disagreeable collision of viewpoints.

The beginning teacher's relationship with parents is complicated by his status as a beginning teacher. Some parents become quite concerned when they discover that their child is being taught by an inexperienced beginner. Not only do they communicate their lack of confidence to the beginning teacher, but many times they are unable to keep from communicating their attitudes to their children, which even further complicates the teacher's problems.

Fellow Teachers

It is to be expected that a new teacher looks to his older colleagues for psychological and professional support, particularly when the beginner is experiencing difficulties. Sometimes an inspiring and generous teacher will take a younger colleague under his wing. Sometimes, too, the young teacher is taken under the wing of an embittered or lazy teacher. Perhaps, through shyness or through

circumstances, the beginner is unable to find anyone to provide the support he needs.

Lack of help is not the only problem a beginner has with his older colleagues. Frequently, there is lack of communication, or even a mild hostility between the young and the experienced teachers. Young teachers with innovative educational ideas from college can be threatening to older teachers. Frequently, too, new teachers do not show enough respect for the experience of their older colleagues. When the problems of the age gap are added to differences in lifestyle, there is always the potential for conflict.

New teachers rarely see their experienced colleagues teach. Instead of seeing them teaching, they see them in the teacher's room or the lunch room. Instead of a high level dialogue among professionals a beginning teacher all too often encounters the experienced teachers complaining about children and criticizing the school administration. Instead of becoming involved with people excited by the importance of their work and eager to share their ideas and materials, they find too many people who are seeking ways not to accept the challenge of teaching and who are simply coasting toward retirement. Their limited contact with inspired, skillful teachers on the one hand, and the daily contact with teachers who are frequently cynical or discouraged, on the other, takes its toll on the beginning teacher.

The Principal

A new teacher's relationship with his principal and other school administrators is a complicated one. The problem is that the administrator plays a number of different roles for the new teacher. He is the official leader of the school. He provides a working environment and the necessary resources to teach. The principal is the higher authority for the teacher. In this role he arbitrates differences between teachers and acts as a disciplinarian in cases the teacher cannot handle. The principal is a buffer between the beginning teacher and the parents. He is the dispenser of rewards, a very important role to an unsure beginning teacher.

This multiplicity of roles played by the administrator contributes to the beginning teacher's uncertainty. For example, when a principal stops by the beginning teacher's classroom for a visit, his reason for being there may not be clear to the beginner. The teacher may wonder if his principal has stopped in for a casual visit or to check on a parent's complaint or if he is there to decide whether or not to rehire him. The result of this role confusion is that the beginning teacher often takes a guarded, and best-foot-forward approach to his administrator. This attitude puts serious restraints on what could be an important source of help for the beginning teacher.

The Beginner's Self-Doubts

The first-year teacher's own state of mind tends to be a source of difficulty. Many beginning teachers are living in new and strange communities. They are separated from the support of family and college friends. They have no one to share their victories and no one to support them in defeat.

Being young and inexperienced, beginning teachers have doubts about their personal and professional competence. For many, teaching is their first real job and the prospect of failure is a fearful one. Also it is clear to them, as it is to the majority of the adults with whom they deal, that they are on trial. Not only are they on trial with their particular school, but they are on trial in establishing a professional record. As a result of all this, they become unusually sensitive. They are looking for signs of success and approval. The fact that they normally get a mixture of signals only adds further confusion. The combination of the beginning teacher's self-doubts and the various problems he encounters feed upon one another. Inexperience and insecurity set up the beginner for problems, and the problems breed insecurity, and the insecurity breeds more problems.

It might be argued that difficulties built into this professional initiation are not altogether harmful, and may indeed be beneficial. Young doctors go through rugged years of training and internship before becoming full-fledged doctors. Enlistees go through a notoriously taxing boot camp before they are considered soldiers. In this light many consider the first year of teaching a year of initiation during which a beginner earns the right to be called teacher.

This point of view overlooks some serious damage that a teacher can cause during his initial experiences. First, while acknowledging the beginning teacher learns a great deal, he learns most of it through the trial-and-error method. These are not abstract errors, but errors that are committed upon children. Further, the new teacher may learn things through this trial-and-error method which help him stay in command of the class, but work against the good of the children. In other words, not all that a teacher learns during his first year helps children succeed in school.

The Dropouts

The schools' biggest dropout problem is not with students, but with teachers. The teacher profession has an incredibly high dropout rate. **Each year 10% of the nation's trained teachers leave teaching** and it is hard to imagine that the dropout rate is not connected with the difficulties encountered by beginning teachers. Even during periods when teaching jobs are plentiful, nationally one out of five beginning teachers reports that he does not anticipate being in teaching five years later.

This dropout rate makes it almost impossible to build a strong

and stable professional group. Such a turnover of personnel is inconceivable in other professions or occupational groups such as doctors, plumbers, lawyers, electronics technicians, or airline pilots. While undoubtedly there are many competing causes for the high dropout rate among teachers, such as marriage and higher paying jobs, it appears clear that many people leave because they feel they failed. There are many, too, who stay and do not excel. In their effort for survival, they lower their sights and their standards. They rationalize this by saying that they are making the best of a bad situation.

In writing about beginning teachers in *Crisis in the Classroom*, Charles Silberman stated, "A beginning teacher, after all, is thrust into a situation fraught with anxiety and fear, anxieties and fears that do not necessarily evaporate with experience. He sees himself as on trial before his pupils, his colleagues, his superiors, and above all, himself." It is time for us all to acknowledge that our present system of introducing people into teaching simply is not working. It is not working for the teachers; it is not working for our students. We must revise our method of introducing teachers.

New Plan for Entrance Into Teaching

It is difficult to overestimate the debilitating effects of our present system of initiating newly trained and certified teachers into schools and the teaching profession. Even teachers prepared through the integrated five-year bachelors-masters program we have proposed will not be immune to the negative effects of the first year of teaching. In a teaching situation in which they are overchallenged and under-supported, their growth in teaching competence will be stunted and their confidence and idealism will be eroded. The present system of introducing teachers into teaching will not be significantly improved by minor adjustments. Bold and imaginative steps must be taken to redesign the young professional's entrance into teaching. In this spirit, we propose the following plan.

The State should establish a two-year internship for all beginning teachers in all fields. Individuals will be granted certification as a teaching intern upon successful completion of an approved five-year or fifth-year program. Each intern will work and train as a member of a team composed of two experienced teachers with special qualifications and training and a first-year and a second-year teaching intern.

The experienced members of the team will be designated "training teacher" to emphasize their teacher training role. Together the team members will have joint teaching responsibility for the number of students ordinarily taught by three teachers. The training teachers and the interns must function as a team in planning, executing, and evaluating their instruction of students.

Internships will only take place in specially designated elementary and secondary schools. These schools will be completely staffed by training teachers and interns, plus the necessary administrative, counseling, and support personnel. While the dominant purpose of these special Initiation Schools will be to provide high quality education for children, their secondary purposes will be to ensure the best possible introduction into teaching for young professionals, and further, to engage in research on teaching and learning.

Approximately 1,000 of Ohio's 4,200 schools will be designated Initiation Schools. These Initiation Schools will receive special financial support from the State. Also, they will be distributed throughout the State reflecting geographic and socio-economic variables.

Toward the end of his second year of internship, the intern will take the initiative to develop a portfolio of materials as evidence of his competency to become a certified teacher. This portfolio will be examined by a Review Board, external to the intern's district, which will make recommendations on certification to teacher status.

The Internship

The overall purpose of the internship is to enable each new teacher entering Ohio public schools to have the type of initial teaching experience which maximizes the possibility of his reaching his potential as a teacher. Instead of submerging the new teacher with responsibilities he cannot handle and hoping that he can grope for some minimal level of competence through what is essentially a trial-and-error approach, the internship provides a means for the new teacher to systematically develop as a skilled professional.

In the Commission's survey two-thirds of the respondents answered "Yes" to the question, "After graduation and initial certification do you feel that teachers should have a longer and more intensive period of supervised on-the-job training before becoming fully certified to teach?" Seventy-six percent indicated that this on-the-job training after graduation and the final certification should be one year or longer.

The new intern will be ready to assume instructional duties as soon as he joins a team. However, these duties will be tailored to the particular intern's strengths. For instance, the intern may be particularly well prepared to handle small group discussions and to direct independent study projects. Therefore, he will initially concentrate his efforts in these areas. He will be under the close supervision of his training teachers throughout the internship and, as as he gains confidence and mastery in a particular aspect of teaching, he will be given new instructional responsibilities. During the two-year period of internship, he will have received opportunity to gain mastery of all of the competencies expected of a teacher at his grade level or in his field of specialization.

Throughout the internship the intern's training teachers will continually be demonstrating various teaching styles and methodologies, exposing him to different curricular approaches, and providing him with continuing feedback on his progress and growth. While the objective is to allow the intern to systematically broaden his repertoire of instructional strategies, styles, and skills, the process will be a highly individualized one, with the intern and his training teachers working together on the plan for his professional development.

Although the intern will work principally with his two training teachers and another intern, he will also have exposure to the other training teachers in his building. This will happen in three ways: *first*, through the normal contacts, such as occur in teacher lounges and lunch rooms, special committees and faculty meetings; *second*, the intern's training teachers will send him off to observe, confer, and possibly work with teachers who have special skills in which the intern is deficient or in which he has a special interest; *third*, through intern-training teacher study groups. This latter mechanism will be an important part of the school-wide inservice training. While the character of these study groups will vary immensely, the intention is to augment in a small colleagual group the intern's practical training within his team with the intellectual examination of learning and teaching problems.

As described below, each intern will be placed in an Initiation School by a specially designed board, the placement hopefully reflecting his own choice. A first-year intern will receive the minimum salary prescribed by the State for a teacher with a masters degree and a second-year intern will receive a minimum masters second year salary. A slight cost of living allowance will be added to the intern's salary in some areas in the State. The two interns' salaries will be borne by the local district and the State. The operating principle here will be that the local district pays the equivalent cost of one teacher for the service of two interns. The remaining cost of the two interns' salaries will be paid for by the State. The total cost of the internship program will be substantial, but teacher training cannot be raised from its present shocking inadequacy to the level demanded by the needs of our children without a massive and costly effort.

The Training Teachers

The quality of training teachers is the key to the success of this plan. The training teachers must be both models of teaching excellence and skillful teachers of teachers. Approximately 17,000 or 16% of the State of Ohio's teachers will be needed. However, we are confident that there exists this number of experienced teachers in Ohio who could qualify now, or who with brief, intensive training could qualify.

Training teachers for the Initiation Schools ordinarily should be selected from within their own school districts. However, the option will be available to recruit more widely. Each potential training teacher will be selected according to the following criteria: he will be a superior teacher; he will possess experience working with student teachers; he will have had at least three years of teaching experience, but more typically five or more years; special consideration will be given to teachers with training in research and curricular development; finally, he will be selected on the basis of expressed interest in working with intern teachers.

All training teachers will initially participate in a six-week intensive summer program. The focus of the summer program will be to prepare the training teachers for team teaching and for their work with beginning teachers. Once they are functioning as training teachers they should receive special role training through regional conferences and workshops. These training activities will be especially important during the initial years of this plan. However, every five years, training teachers will participate in the intensive summer program. Initially, it is envisioned that these programs will be conducted at the State's colleges and universities. Later, the programs of training will be planned and executed by teams of skilled teacher educators and school-based teachers and administrators.

Training teachers will not receive state certification in this role, but they must hold a certificate indicating successful completion of a training program. Training teachers may be tenured as teachers in their district, but will not be tenured as training teachers. They will be regularly reviewed on their performance as training teachers, and they will be free to transfer to another, regular school in their district. For their work as training teachers each will receive an extra stipend over their normal district salary which will be paid by the State. The exact amount should be related to other special increments in effect at the time. At present a figure of $1,500 seems appropriate.

The Initiation Schools

The Initiation School will be an enriched educational environment. The major source of improvement will be the teaching. There will be four professionals where there are now three. Two of these four teachers will have been chosen from among Ohio's finest teachers. The two intern teachers will have been graduated from the new five-year enriched preparation programs. Further, the interns will only teach students in areas where they have special competence or in situations where they are under the direction and scrutiny of the training teachers. Also, all students will be team taught. This will allow much more flexibility of approach and the possibility of more individualization of instruction as described in the first report of the Commission, *Organizing for Learning*. The schools will have the

newest curricular concepts and materials.

Finally, the bringing together of superior training teachers and interns eager to learn will provide a continuing professional dialogue on the remedies of particular types of learning difficulty, and the latest developments in educational research. These Initiation Schools will be schools of high purpose and high morale. It is our belief that beginning one's professional career in such an environment will profoundly affect the intern's subsequent years in teaching and, concomitantly, will greatly upgrade the quality of the teaching profession in Ohio.

The Selection, Placement, and Review of Interns

Every effort will be made to provide an internship for all graduates of Ohio's five-year teacher education programs. Further, the selection and placement system will be responsive both to the plans and programs of the Initiation Schools and to the interests of the individual intern candidate. A central office, which the Commission is recommending and which is described in a later chapter, will have the responsibility for the selection, placement, and review of intern teachers.

Suggested procedures for the selection and placement of interns are as follows: All teacher education students interested in being placed in internships will submit placement papers in the early fall of their fifth year. Placement papers will contain recommendations from academic professors, school districts, and teacher educators; academic transcripts; profiles of candidates' performance on their professional laboratory experiences and other appropriate data. Also, an intern placement questionnaire will accompany the placement papers. The completed questionnaire will contain data such as the grade levels and subject matter areas in which the intern is prepared; the type of school and community in which he wishes to intern; special educational interests, such as youth teaching youth programs; his own training needs; particular Initiation Schools in which he would like to be placed or his preferred geographic areas. These data will be coded for computer-assisted matching of intern and Initiation School.

All intern placement papers and placement questionnaires will be sent to the central office around mid-November. At this time candidates will be matched with the available positions in the Initiation Schools. The first Initiation School to which the placement papers are sent should reflect an intern's preference. Once the matching is completed, placement papers will be sent immediately to the Initiation School where they will be reviewed by the training teachers and administrators. Selection in this first round must be completed by a date in early January. At that time the Initiation School must select from among the first group whom they will accept and reject as

interns. This information will be sent to the central office and the interns who have been selected for placement will be notified.

Papers of those who have not been selected will be sent on to their next preference if that Initiation School still has openings. This second-intern selection round will be completed by a date in early February. At that time the process will be repeated. Selected interns will be informed of their placement and the others will be notified that their papers have been forwarded to their next choice. A third round of selection will follow and will be completed around March 1st. Again interns will be notified. At this point, however, it is expected that there will be relatively few interns remaining and the staff of the central office will take the initiative in helping to place them.

The selection and placement procedure for most interns should be completed by mid-March. At that time the central office will maintain two waiting lists, one of current openings in Initiation Schools and the other of intern candidates.

Steps to Teacher Certification

Late in the second year of the internship, those interns wishing to be considered for full certification as teachers will take the initiative to develop evidence to support their candidacy. Although there will be standard procedures and types of evidence presented, interns will have freedom to use whatever data or method they feel best supports their case for certification as teachers. Among the standard types of evidence to be included in an intern's portfolio for candidacy are the following: selected videotapes of his teaching; recommendations from training teachers and administrators; academic transcripts and college recommendations; description of classroom research or special projects in which interns may have been involved. Although at present an illusive task, educators must work to develop the capacity to make certification decisions on the basis of the intern's ability to bring about positive learning in his students.

The intern's portfolio of candidacy will be presented to a Review Board. The Review Board will be composed of two training teachers, two experienced teachers, an administrator, and a college or university teacher educator. The five public school members of the Review Board will be from outside the district served by the Review Board. At least one-third of the members of each Review Board should be changed each year. The team of specialists serving on the Review Board will spend approximately one week at the Initiation School, and will receive no special remuneration other than expenses. However, the State will compensate school districts for special costs of substitute teachers that may be incurred.

We anticipate that the majority of second-year interns will be quickly approved by the Review Board and that the Review Board

will concentrate on approximately 15% of the interns whose portfolio leaves room for doubt about their competence. With those cases, as with all review cases, the Review Board will be free to observe the intern candidates teach and to confer with them and their training teachers. The Review Board will make four types of recommendations: first, recommendation for full certification as a teacher; second, probationary certification, which will allow the intern to compete for jobs, but which will require him to be reviewed the following year; third, continuation as an intern for one year with review the following year; fourth, a denial of certification, which will make it impossible for the candidate to be employed in an Ohio public school. All three of these latter recommendations should be open to appeal. Further, those intern candidates granted probationary certification or continued as interns will be permitted to be reviewed yearly for two more years. At that time, if they have not received certification, they will be terminated.

When the Review Board has completed its work, it will meet with the entire staff of the Initiation School to provide them feedback on their work with interns.

In recent years approximately 20% of the new teachers in Ohio have been trained out of state. An equal number is said to have been trained in Ohio and to be teaching in other states. This influx of teachers from outside the state provides Ohio schools with a more cosmopolitan teaching force, and therefore, should be continued. It is the Commission's belief that the recommendations for a five-year teacher education program and a two-year internship will not significantly affect the supply of teachers coming from out of state. Indeed, we believe it will make Ohio a more attractive place in which to teach.

Out of staters with a bachelor's degree but without teaching experience will be required to take a fifth-year intensive program of preparation before entering the two-year internship. Teachers with one year of experience out of state will be required to go through the two-year internship, following standard procedures for placement. Their candidacy will be considered in exactly the same way as those candidates trained within the State. Teachers with two years of experience will take a one-year internship. Teachers with three or more years of experience will provide data to a Review Board for a decision on whether an internship or full certification is appropriate.

There is a common career pattern among female teachers to teach for three years, marry, and then shortly leave the profession while they raise their families. Once their children are old enough, these women may reapply for teaching positions. In addition, some male teachers may leave teaching for various reasons and later return. The experience and maturity which many of these men and women bring to teaching is an important asset to our schools. Many, of

course, may have received only marginal training before leaving and may be woefully out of date when they return. The plan we are proposing would give special attention to this issue.

We propose that each teacher who has been away from classroom teaching for five years or more and who is seeking re-employment submit his or her case to a Review Board. Like the other groups considered by the Review Board, returning teachers will be asked to provide certain specific data, but will be free to make whatever complete case they like to the Review Board. Among the evidence which the Review Board will consider is the experience and the educational activities gained by the teacher during the period away from the classroom. In acting upon applications for re-admission, the Review Board will have four options: first, to reject the applicant, based on an assessment of the current state of training; second, to assign the teacher to work on a team in an Initiation School, normally for a one-year period of added training; third, to accept the applicant, but on the condition of completing a particular program of training experiences, either at a college or university; fourth, to certify the teacher for employment with no additional training requirements.

Selection of Initiation Schools

The selection of high quality Initiation Schools is crucial to the success of this plan and it will be the responsibility of the central office described in Chapter VI. To ensure well trained teachers in all levels of education, we recommend that the Initiation Schools be selected on the basis of the State's overall need for teachers. At present there are 4,222 schools in Ohio, 748 of these are high schools, 264 are junior high schools, 3,210 are elementary schools. We recommend, therefore, that there be established approximately 180 Initiation High Schools, 60 Initiation Junior High Schools, and 760 Initiation Elementary Schools.

All school districts in the State will be invited to submit proposals for an Initiation School or Schools in their district. Proposals will be in the form of a detailed plan to establish Initiation Schools in specific elementary and secondary schools in the district. The development of the proposals must involve the administration, the faculty, and a representative of the community of those schools. Each plan will include the qualifications of present faculty and qualifications of the faculty that will be drawn from other schools in the district. The central office will be responsible for reviewing the proposals and making final selections.

The selection criteria will ensure proportional geographic distribution throughout the State. Also, the criteria will ensure a proportional distribution of Initiation Schools among urban, suburban, and rural communities. Once the selection of Initiation Schools is made, the faculty of the Initiation Schools will begin training, which

will include the intensive summer program for training teachers described above.

Transitional Plan

Major reorganization of the preparation and induction of teachers into our schools will, of course, call for a period of transition from the present plan to the new five-year plus internship plan. First, with the institution of the five-year bachelors-masters program for teachers, there will be one year when no teacher education institution in Ohio will be graduating teachers for public schools. Currently, there are approximately 100,000 public school teachers in Ohio. With the leveling off of student enrollment in elementary and secondary schools, this figure will remain relatively constant.

If the present trends of retirement, maternity leaves, and general attrition continue, Ohio schools will need approximately 8,500 teachers each year. At present, 80% or approximately 6,800 of these teachers are from the Ohio teacher education institutions. This means, therefore, that an additional 6,800 teachers will need to be secured from other sources during the first transitional year. We propose that these teachers be secured in four ways: first, by publicizing opportunities with former teachers; second, through an aggressive national recruiting program to bring in large numbers of highly qualified teachers from out of state; third, by requesting teachers to defer early retirement; fourth, by careful selection from the surplus of certified teachers presently in Ohio. We believe the second plan will be a constructive step to further diversify the Ohio teaching force and is practicable in view of the present national teacher surplus.

During the second transitional year, the Ohio teacher education institutions will be graduating the first group of students in the combined bachelors-masters program. This will coincide with the first year of operation of the Initiation Schools. During this first year of Initiation Schools, we propose that the plan be modified so that the normal teams of two training teachers and two interns be composed of two training teachers and one intern. Although this alternative is not ideal, we feel that the benefit to entering interns from the improved initial preparation and the support from the two training teachers will provide an adequate and actually an improved level of instruction for students and at the same time provide a valuable first-year internship.

In the third year, the State's teacher education institutions will have graduated the second group of intern candidates. These new interns will enter Initiation Schools and fill out the teams of training teachers and interns. A lack of new teachers will result as in the first year, and the State's teaching vacancies will need to be filled primarily by the return of experienced teachers and by requesting

teachers to defer early retirement. At the end of the third transitional year, all teacher vacancies will be able to be filled by the system described above.

Magnitude of Proposed Program

The Commission fully recognizes the magnitude and complexities of the plan for setting up the internship program. It has searched for ways of phasing it so that Initiation Schools could be established on a more gradual basis. Problems in so doing appear greater than taking the complete step at one time.

The long-term advantages of the required internship are so important that they warrant unusual efforts to install the program. Adequate planning time will be essential and a major key to success will be provision of a sufficiency of competent staff people to get the job well done. Essential to successful implementation will be public understanding of the needs of prospective teachers and the opportunities for major improvement in the way we now bring them into teaching.

Recommendation 1

Two-Year Teaching Internship

All beginning teachers in the State of Ohio should complete a two-year teaching internship. Each intern will be part of a four-teacher team, composed of two specially selected and trained experienced teachers and a first- and second-year intern. In an elementary school, each team of four will have joint teaching responsibilities for what are normally three regular classes in the district. In a high school, each team will have a teaching load equivalent to that of three regular teachers in the district.

Recommendation 2

Training Teachers

To support the beginning teachers in their internship, approximately 17,000 of the State's finest teachers should be selected and prepared to be training teachers. Training teachers will receive additional remuneration for their services from the State.

Recommendation 3

Initiation Schools

Approximately 1,000 Initiation Schools, to be staffed completely by teams of training teachers and interns, should be established. These Initiation Schools will be situated throughout the State, reflecting the geographic and social characteristics of the State.

Recommendation 4

The Intern Review Board

Each intern teacher seeking to become a certified teacher must present evidence of his qualifications to an Intern Review Board toward the end of his second year of internship. Each Intern Review Board will be composed of two training teachers, two experienced teachers, an administrator, and a college or university teacher educator. The five public school members of the Review Board will be from outside the district served by the Review Board. At least one-third of the members of the Review Board will be changed each year. The State will compensate school districts for special costs of substitute teachers that may be incurred.

Recommendation 5

The Financing of Initiation Schools

The cost of Initiation Schools should be borne by the school district and the State with the State assuming the cost of the extra compensation of training teachers and one-half the cost of interns.

Recommendation 6

Out of State Teachers

Teachers from out of state with one year of experience or less must have a two-year internship before they become certified as teachers. Out of state teachers with two years of experience must have a one-year internship. Experienced teachers with three or more years of experience must present their case to a Review Board which will decide on the appropriateness of the internship for certification as a teacher.

Recommendation 7

Teachers Returning to the Profession

Each teacher who has been away from classroom teaching for five years or more and who is seeking re-employment must submit his case to a Review Board. The Review Board may reject the applicant, assign him to an Initiation School for added training, accept the applicant upon condition of completing a particular program of training experiences, or certify the teacher with no additional requirements.

IV Professional Development of Teachers

MAJOR IMPROVEMENT in the initial selection and preparation of teachers and a comprehensive program for intelligently introducing beginning teachers into the profession are essential to improving the quality of instruction in Ohio's schools. In addition, major steps must be taken to provide for the continuing professional growth of all teachers.

The professional growth needs of experienced teachers have been woefully neglected throughout our nation and Ohio has not escaped this neglect. Few school systems provide adequate opportunities for rebuilding skills or refreshing knowledge after the teacher is hired and assigned to a classroom. Fewer still are the school districts that provide systematic programs of professional growth for their faculties. One major city allocated seven dollars per faculty member for professional growth activities in 1970-71, and even that token amount was cut from the budget for 1971-72. Nor is this example an isolated event. It is estimated that in the State of Ohio and nationally during 1971-72, an average of less than one percent of school districts' budgets was allocated for professional growth of teachers.

It is proposed that teachers who have been certified and are employed as teachers at the time the five-year preservice and two-year internship programs become effective should retain their status as certified teachers. In many cases, these teachers will have importantly enlarged their knowledge and skills during years of teaching.

In other instances, there may be special needs for advancing knowledge and skills to the level that will be required for new entrants into teaching. These special needs must be met together with assurance of continuing professional growth of all teachers.

The Need for Professional Growth

One might legitimately ask if teachers really require additional training beyond their initial preparation. Is it possible that teachers are "born, not made" and that "experience is the best teacher?" These two clichés are long-lived and often cited, particularly when applied to education. If teaching is an art which requires a few basic principles and then years of practice, do we really need additional training for career teachers?

Continuing and formal professional development is essential for the following reasons. First, the curriculum content of schooling has undergone dramatic changes in recent years. A changing and shrinking universe is reeling under the effect of a knowledge explosion which shows little promise of abatement. In fact, the impact of "future shock" is just beginning to be felt and our schools **must** accommodate to the changes in the content of education if they are to provide our children with a knowledge base which is current and sound. Mathematics, science, and history are examples of traditional subject matter that have undergone dramatic shifts. In addition to revised views of what is known in the traditional subject matters, there are new demands for new areas of study which must be created anew. On what previous training or experience is the typical teacher to draw for meeting current and future student interests in political science, sociology, ecology, black history and culture, the value questions growing from the war in Vietnam, or questions of ethics and morality in regard to abortion? The number of years between a teaching degree granted in 1940 or 1950 and the present day might well be calculated in light years instead of calendar years.

In addition to the **content** of schooling, the **process** of schooling has changed and teachers require a dramatic updating of perspectives to stay alive professionally. For example, individually guided education requires a shift from a teacher-centered approach to a pupil-centered approach. These are not simple reversals in form which are easily achieved. Traditionally, good teachers were defined by their thorough knowledge of subject matter, clear and concise presentations, quiet and orderly classrooms, and their students' scores on semester exams. A good pupil-centered teacher is more aptly defined by his breadth of knowledge, his ability to encourage students to ask questions, his busy and alive classroom, and his pupil's curiosity to pursue new topics. These changes are not achieved through wishful thinking, careful reading of a journal article, or by inviting a consultant to speak at the faculty meeting. The changes

are important ones which involve a basic reorientation to the educational process.

Many additional arguments can be advanced to support the need for professional growth opportunities for experienced teachers. For example, teachers must become knowledgeable about computer assisted instruction, language laboratories, use of videotape equipment, and other technological innovations. These are not futuristic dreams; they are here, available and begging to be exploited for the benefit of Ohio's children.

There are also new perspectives on child development, new understandings of adolescent psychology, and revised approaches to early childhood education. New studies have shown how societal forces affect our values and the organization of these values. Teachers need help in preparing for the onslaught of community forces which are asking for new contact areas in the curriculum, for community control of schools, and many other demands which should be met.

It is one of the ironies of life that schools are asked on the one hand to be change agents and, on the other hand, to mirror change which occurs in society. While it is true that teachers have always faced this problem, it is equally true that teachers of today are being forced to respond more quickly and more completely. Today, more than ever before, teachers must not be abandoned after their initial preparation and entry into the profession.

Professional Growth Activity for Teachers

The opportunities which exist for the professional growth of teachers in Ohio are of two major types: graduate work in nearby universities and inservice activities under the auspices of school systems.

University Graduate Work

The typical teacher graduates with a baccalaureate degree after four years of college training and begins teaching. He is encouraged to continue graduate work and usually begins taking courses toward a master's degree, completing the work in two or three years with a combination of evening and summer school courses. His degree may be in an academic subject such as science or English, but it is more likely to be in education with a sub-speciality such as reading, guidance, elementary or secondary education, or administration. Completion of a master's degree usually elevates the teacher to a higher salary category.

While it is not possible to evaluate graduate work in the abstract without reference to specific courses or specific programs, one can draw several conclusions about the current state of graduate education for teachers.

First, the advanced work rarely is focused upon **specific skills** and **techniques of teaching.** Too frequently the only difference between undergraduate teacher education courses and graduate education courses is the number of the course. Educational Psychology 203 may become Advanced Educational Psychology 403, but the approach remains university centered, textbookish, and paper and pencil oriented.

Second, the typical graduate program is not designed to permit teachers to assemble a combination of experiences which will aid them in identifying and remedying teaching deficiencies. Rather, the teacher must choose among **existing courses** which may help him with only part of his difficulties. Since school districts tend to link salary increments to college credits received, an undue emphasis upon collecting courses and college degrees often results.

Rarely are teachers able to pursue individualized courses of study which are uniquely appropriate to a particular teacher's needs. A teacher pursuing professional growth should have the option of combining advanced graduate work in a specific field of study together with the application of new knowledge to his chosen area of teaching.

Third, the very skills and techniques being sought by the graduate teacher are the same skills and techniques which are unlikely to be found in graduate schools. For example, the second grade teacher might benefit greatly from in-depth observation and analysis of three different second grade teachers. Graduate educators, however, are by definition, not second grade teachers.

Finally, the policies governing graduate education have typically been in the hands of university professors. Programs were created **by** universities **for** teachers but the course content, selection, and even the choice of available times and locations of courses have frequently been insensitive to the needs of teachers. While this statement is descriptive of the recent past, there is a strong indication that teacher educators are interested in changing the locus of responsibility for decision making.

A rather startling finding emerged from our survey of teachers and teacher educators. When asked what role classroom teachers and their professional organizations can play in helping colleges and universities to develop programs for experienced teachers, 80% of the university Deans and Heads of Teacher Education felt that teachers should have a "significant share of decision making" while only 62% of the teachers felt they should play this role. In other words, teacher educators were in favor of far greater involvement of teachers in designing their graduate programs and were willing to go beyond the expectations of teachers in this regard. Ways must be found to involve teachers more heavily in designing graduate work.

District Programs

In addition to graduate work, a second major category of professional growth opportunities for teachers has frequently been subsumed under the catch-all "inservice training." The typical school district provides some opportunities for teachers to attend workshops, seminars on current topics, and demonstration lessons. Speakers and consultants may be brought in from other schools or districts or nearby colleges and universities. Usually these activities occur after school on special Teacher Workshop Days, on Saturdays, or during an orientation period before school opens each fall.

The quality of "inservice" training varies widely. Some districts in the State have involved teachers, administrators, and college and university personnel in the development of well planned programs of professional growth. Aggressive leadership of superintendents, principals, and other educational personnel has paid off in improved staff competencies as well as in improved faculty morale. We applaud the efforts of such districts.

Although there are a few good programs in operation, most programs of professional growth activities can be soundly criticized for their poor quality, lack of interest to teachers, and lack of involvement by teachers. Most programs are warmly conceived by the central administration and coldly received by teachers.

Our survey of teachers in Ohio revealed three major findings about teacher opinions of professional growth activities. First, teachers feel their own professional growth activities are inadequate. Of the sample surveyed, 68% indicated that present programs of professional growth were inadequate while only 32% felt they were adequate.

A second point deals with teachers' feelings of involvement in determining what programs should be available to them. Of our sample, 56% felt they had not been provided adequate voice in determining their professional growth programs while only 20% were satisfied with their degree of involvement.

Third, teachers continue to feel an obligation to continue their professional growth. In spite of their criticisms of present programs and their dissatisfaction with their level of involvement in planning, they continue to place a high value on professional growth activities.

In summary, teachers feel their present programs are inadequate. They feel underinvolved. And in spite of these impressions they still greatly value and feel obligated to participate in programs of professional growth.

What Needs to Be Done

Several difficulties arise when suggestions are offered to meet the professional growth needs of teachers. First, the nature of the

problem calls for planning highly individualized programs which may be unique for a particular district, school, or individual teacher. In contrast to preservice teacher education which has certain standardized elements to prepare teachers for many settings, professional growth activities of experienced teachers must be particularized to an individual setting. For example, preservice teachers need to be sensitized to various ethnic and socioeconomic settings while an experienced teacher may need to do an in-depth study of the working class youngsters in his own district.

A second problem one faces in suggesting solutions for professional growth pertains to the many publics which must be involved. Universities offer programs of graduate study. School districts allocate resources and help plan workshops and conferences. Finally, teachers are ultimately responsible for their own professional development and must seek experiences which enable them to grow. Therefore, any successful attack on the basic problems of helping experienced teachers to improve their skills must involve universities, local districts and, of course, the teachers themselves.

Teachers' Responsibilities for Professional Growth

One point emerges clearly from the survey and from our observations. Teachers and their professional organizations must assume fundamental responsibility for their own professional growth. Specifically, the teacher and his professional organization should be responsible for professional growth in certain particular areas. One area of teacher responsibility for professional growth is the increase in knowledge of subject matter. New knowledge, new perspectives, and new interpretations within a subject matter field should certainly be the personal responsibility of any teacher who wishes to remain current.

A second area includes new perspectives in child development or adolescent development. A teacher's personal obligation to continue reading and studying about the very students he teaches would appear to be a reasonable expectation for a professional.

Additionally, those areas which fall under a heading of general teacher competence which are not peculiar to a particular district or a particular program should be the responsibility of individual teachers or teachers working through their professional organizations. Examples of these areas include studies of social change in education or behavior modification techniques.

The Commission feels that each teacher must be engaged in a clearly specified program of professional growth. It should be the teacher's responsibility to outline areas in which he is seeking improvement as well as indicating resources on which to draw to achieve those improvements. Each teacher should be expected to provide his district with a copy of his plans for professional growth and each

teacher should expect to meet this commitment as a condition for continued employment.

The District's Responsibility for Professional Growth

Just as there are particular areas of responsibility which can be assigned specifically to teachers, there are also areas of professional growth which require the leadership of school districts. Changes in school organization, school programs, or curriculum are initiated by the school district and these changes frequently call for new skills, knowledge, or teaching strategies. The Commission feels that in such situations, the district has the responsibility to plan and implement training programs and to pay the cost of teachers' time to attend such programs. Several areas of responsibility for school districts can be noted.

First, any necessary study by teachers resulting from changes in school curricula should be provided for by the district. Second, when new plans of school organization, such as team teaching or differentiated staffing require further training, such training should be paid for by the district. Third, training in the use of new materials and equipment introduced as a result of district policy should be a district responsibility. Examples of new equipment are language labs, computers, and videotape devices. Fourth, the routine diagnosis and supervision of teaching should be a district expense. Examples of this type are the use of interaction analysis and videotaping of classrooms as a part of the regular supervision and improvement of teaching.

A District Plan for Professional Growth

To provide a systematic plan for developing and coordinating professional growth activities of teachers in each district, a committee of teachers with representation from the administration should be established. This committee should identify the teachers' expressed needs for professional growth which can best be met or encouraged at the district level and plan a broad array of courses and experiences to meet those needs. Particular attention should be given to providing credits for professional growth which can be counted toward increased salary considerations. If teachers have the double incentive of teacher planned experiences and the possibility of salary increase for professional growth, their participation in this vital area will benefit materially.

Several programs exist at the district level in Ohio which can serve as excellent models for other districts. For example, the public school systems in Toledo and in Mentor have taken far reaching steps to deal with basic aspects of professional growth: first, teacher involvement in planning; second, a diversified set of experiences; and third,

opportunities to pursue professional growth for credit which is applicable on the salary schedule.

The Mentor plan offers teachers the opportunity to pursue increased knowledge and skills through college course work, workshops, conferences, committee work, independent study, travel, related work experiences, curriculum development, professional writing, observation and demonstration teaching, and supervision of preservice teacher education activities plus several other categories. Each activity is rated in terms of professional growth units and teachers may choose the activities which are best suited to their needs. The entire program is under the direction and leadership of a Professional Growth Board composed of teachers and administrators. The Toledo plan provides a similar arrangement which allows teachers the needed involvement in their professional growth while permitting them to receive salary increases commensurate with this additional work. The Commission recommends that all districts study the available plans and develop a procedure which best fits their needs.

The Role of Universities

Higher education is being challenged to respond in many ways to meet the educational needs of the last quarter of the 20th Century. Certainly, one critical area which must be examined is the graduate training offered in education departments and academic divisions around the State. Rather than retreat in alarm or view the expanding horizons of teachers as a threat, college and university educators should be in the forefront of planning alternative ways to equip experienced teachers with new knowledge and more effective methods.

Two principal opportunities are open to colleges and universities. First, they can be leaders in providing examples of new knowledge, technology, and clinical skills at work in today's classrooms. Second, the colleges and universities can reach out and involve teachers in the reform of graduate education which is sorely needed.

Colleges and universities are in the best position to aid teachers in upgrading their subject matter competence. Scholars in the various disciplines must redouble their efforts to translate their knowledge into forms which are useful for teachers who are graduate students. Similarly, the opportunities for teachers to further sharpen their clinical skills must be increased in graduate programs. Finally, colleges and universities must offer teachers opportunities to observe and use new technologies related to classroom instruction.

The second major responsibility of colleges and universities is to provide a planning rationale which involves the graduate students themselves. Colleges and teachers appear willing and even eager to undertake collaborative planning of graduate programs. The Com-

mission urges each college and university offering graduate work for teachers to name an advisory council of teachers to assist them in planning and evaluating their programs.

Recommendation 1

Professional Growth Responsibilities of Individual Teachers

Each teacher should be engaged in a clearly specified program of professional growth. Satisfactory completion of this program will be considered as one of the conditions of continued employment.

Recommendation 2

Professional Growth Responsibilities of School Districts

Each district should establish a professional growth program which meets the following four criteria:

1. Maximum involvement of teachers in planning and implementation.
2. A rich variety of experiences which draws upon resources from colleges and universities, its own and surrounding districts, and from the community at large.
3. Development of professional growth credits which permit teachers to achieve salary increases commensurate with their professional growth.
4. Allocation of appropriate professional growth funds in annual operating budgets of school districts.

Recommendation 3

The Role of Universities

Each university offering graduate programs for teachers should:

1. Assist teachers in upgrading their subject matter competence.
2. Provide for clinical training of teachers in graduate programs.
3. Train teachers in new technologies of classroom instruction.
4. Appoint an Advisory Council of teachers and administrators to participate in the planning, development, and evaluation of graduate programs.

V Teacher Certification

TEACHER CERTIFICATION is a system by which the individual's fitness to become a teacher is assessed. In some respects teacher certification is a licensing procedure not unlike those procedures established for other professions. Yet, the fact that the nature of competence as a teacher is elusive makes the licensing or certification of teachers a complex and difficult problem. All fifty states have developed systems of certification with some variation among procedures. For the most part the certification requirements for teachers demands some collegiate training (usually a degree), some specific courses in education, and some exposure to classroom activities (usually termed student teaching). In general, the requirements which are established in these three areas have rather specific quantitative specifications, but very general qualitative specifications. That is, most states specify the number of professional education courses which must be taken or the number of hours of student teaching, but only specify that these requirements be "successfully completed."

There are a number of problems inherent in current teacher certification practices. In the first place, certification is based in large measure upon the successful completion (passing grades) of college courses. The relationship between knowledge gained in these courses and teacher competence is assumed. It is further assumed that the knowledge gained in such courses is essentially the same in all institutions offering the course. While national accreditation of teacher training institutions is a common practice, rarely is the equivalence of courses assessed in any systematic way. However, even if the equivalence and relevance of college courses were ascer-

tained, the qualitative evaluation of a potential teacher in any one of these courses is still left to the idiosyncratic assessment practices of the individual professor or supervisor with little or no common criteria either within or between teacher training institutions.

A second major problem inherent in current teacher certification practices is the fact that very few states require full on-the-job experience for certification. Potential teachers usually have as little as eight or twelve weeks of student teaching and then become certified as a teacher with no experience in being fully responsible for a classroom.

Finally, teacher certification requirements have tended to work against change in teacher preparation curricula. Teacher training institutions claim to be locked in to offering only certain courses because the state certification regulations do not allow for programmatic flexibility. As Dr. Theodore Andrews of the New York State Department of Education states in *New Directions in Certification*, "traditional certification standards (rules and regulations) establish unvarying criteria which quickly become outdated and are difficult to change. The minimum requirements usually become the maximum commitment."

Fortunately, the State Department of Education in Ohio is cognizant of the many difficulties inherent in current teacher certification practices. In 1967 the State Board authorized the appointment of an Advisory Council on Teacher Education and Certification comprised of educators and lay persons. One of the responsibilities of the council was to study the existing certification regulations and to recommend modifications. The recommendations of the Council provided the basis for the current standards for teacher certification in Ohio. These new standards are currently enforced through the laws and regulations governing teacher education and certification which became effective January 1, 1972. An important innovation permitted by the new regulations is the "Approved Program Approach." This approach permits certification based upon a specially integrated college program with attention to demonstrated competency rather than an accumulation of course credits specified by the State.

While the new Ohio regulations are a step forward, they do not attend to a number of the certification problems which are a detriment to quality teaching. The Commission is recommending a five-year combined bachelors-masters program as requisite for certification as a teaching intern. This program will provide opportunity for increased exposure of students to children in a variety of school settings and for the development of measurable competence in dealing with children in certain key learning situations. It will alsoprovide for clinical experience to be a part of the study of education subjects.

The Commission is also recommending a two-year internship program. These programs will enable development of standards for full teacher certification that overcome many of the problems previously mentioned. In particular, the opportunity for clinical experience and emphasis on demonstrated competence will bring about more similarity in training between institutions and facilitate more qualitative measurement. The internship will provide for final certification based upon results of on-the-job experience. New standards for certification will be needed to reflect the potential in the new bachelors-masters program and to guide decisions of Intern Review Boards.

Recommendation 1

Teaching Intern Certificate

A Teaching Intern Certificate should be issued to those persons who successfully complete a combined bachelors-masters program of teacher education in the State of Ohio and who are fully recommended for such a Certificate by the appropriate program officer. A Teaching Intern Certificate will be a prerequisite for obtaining admission to an Initiation School internship.

Recommendation 2

Permanent Teacher's Certificate

A Permanent Teacher's Certificate should be issued by the State to those persons who successfully complete an Initiation School internship and who are recommended for such certification by the appropriate Review Board.

Interns may become eligible for teacher certification after two years of internship. If they are refused certification, they may reapply twice after intervals of one year, unless the Review Board shows cause why they should not reapply.

Recommendation 3

Standards For Certification

New standards for certification should be developed to reflect opportunities in the enlarged five-year program and to guide decisions of Intern Review Boards.

Addendum

The requirement of a two-year internship will permit shortening of the probationary period of three years now required before Ohio teachers are given continuing service status (tenure). A two-year probationary period is still advisable to permit adequate appraisal by employing school districts. It is recommended that the law provide for the issuance of continuing contracts to teachers who have taught in one district for a period of two years after receiving the new Permanent Teacher's Certificate.

VI Organizing for Action

THIS REPORT HAS PRESENTED AN ANALYSIS of the problems involved in the training of public school teachers and has made specific recommendations addressed to these problems. The Commission has been aided by constructive thinking from many sources within and without the State of Ohio. The following improvements are seen as most critically needed:

Higher standards for selection of candidates for teaching positions. Closer screening of applicants should occur at each point in the training process: admission into the collegiate teacher education program; admission into the internship program; and certification into the profession.

Earlier and more meaningful clinical experience in preservice teacher education. Teachers should be provided an opportunity both to observe, study, and analyze children and school settings, and to engage in a variety of classroom experiences prior to their first teaching experience. Additionally, education courses should be coordinated with the clinical experience to be maximally beneficial. In short, the time teacher education students spend in schools should be greatly increased, be integrated with other aspects of college preparation, and come at an earlier stage in that preparation.

An extended period of college preparation for teaching candidates. The current attempt to provide a Liberal Arts education and

preparation for a demanding profession within the four-year college format is no longer viable. The additional knowledge, skills, and understandings required of teachers must be more fully integrated with the Liberal Arts curriculum.

A supervised period of internship before candidates can be fully certified as professional teachers. The brief period of student teaching presently required is not sufficient to permit teaching candidates to gain control over the demanding tasks of instructional strategies, curriculum mastery, classroom management, child and parental relationships, and school-community relations. The gradual transition from candidate to teacher should be nurtured in an environment of exemplary teaching and close, supportive supervision.

Increased competence in teaching on the part of teacher educators. To be truly effective, teacher educators must be skillful in, as well as knowledgeable about, teaching techniques. Concern for improvement in college teaching should be evidenced through programs of evaluation of college teaching, opportunities for upgrading teaching skills, and a reward system in colleges and universities which places a high priority on teaching ability.

The recommendations set forth in this report are admittedly bold and venturesome steps. Each recommendation will require effort that is equally bold to accomplish the desired improvements. The magnitude of the job to be done can be quickly illustrated. The development of earlier and more intensive clinical experiences for 25,000 teaching candidates will require the coordinated efforts of public school personnel and teacher educators. The development of five-year teacher education programs for 53 training institutions will require maximum coordination across the State. Selection, staffing, and monitoring of 1,000 Initiation Schools for interns will be a great and totally new responsibility. Additionally, the machinery for the equitable assignment of interns and the procedures for certifying interns will be a new and exacting requirement.

While the tasks are formidable, they can be done. Many of the needed improvements are underway to some degree in various parts of Ohio and the rest of the nation. Small steps are being taken to improve clinical practice, extend student teaching, raise standards for admission to teaching, and to upgrade the competence of teacher educators. The problem is not a lack of knowledge as to what is needed. Many thoughtful teachers and teacher educators concur with the recommendations of this report. **The problem is how to motivate and coordinate vast numbers of people and institutions in successfully bringing about a major revolution in a process that has been virtually static for decades.**

Success in bringing about needed changes in teacher education will require the utmost coordination of three groups that are most directly and vitally concerned with teacher education: teachers; school districts; and colleges of education. Each of these groups has a major stake in the future of teacher education and a unique perspective from which to view the problems of the field. Each group should have an important role to play in determining the policies affecting the preparation of teachers. It is essential to find the best way of fully utilizing their resources.

While teachers have heretofore played a minor role in the shaping of teacher education programs, their thinking and experience should have a prime and sustained impact on all policy decisions related to the training and certification of their fellow professionals. They are involved in the day-by-day process of instructing children, have a major role in the clinical and field experiences of teaching candidates, and possess a unique view of the strengths and weaknesses of new teachers.

School districts play a vital role as the hiring agent for all of Ohio teachers. School districts and their governing boards of education are responsible to the citizens of their districts for the quality of instruction in their schools and consequently the training and certification of teachers is one of their vital concerns. The school district also provides the facilities, staff, and students for the field experience of teaching candidates.

Colleges of education are the units of higher education which are charged with the development and implementation of teacher education programs. They have always played a large part in determining policy regarding the training and certification of teachers and should continue to do so.

Success in achieving the necessary improvements in teacher education will require the full coordination of the best efforts of each of these groups.

The State Department of Education is presently charged with the responsibility for accrediting teacher education programs and setting standards for the certification of teachers. It appears to have functioned as well as could be expected within its limitations of not being truly representative of the three groups that are most concerned with teacher education.

The State Department has recognized the need for involving teachers, teacher educators, and school administrators in the process of upgrading standards for teacher certification. By establishing an Advisory Council of Teacher Education in 1967, the Department underscored the importance of involving a wider segment of the education profession if only on an advisory basis.

It seems clear, however, that the essential tasks to be done cannot be satisfactorily accomplished under a plan which calls for the three

most concerned groups to operate solely in an advisory capacity. The management of Ohio's program of teacher education and certification requires involvement of all key groups on a continuing basis and the sharing by all groups in the responsibility and authority for establishing policies.

The needed improvements in teacher education and the action recommended call for a governing board which includes the three groups and gives them appropriate responsibility and authority for policy decisions.

State Board for Professional Personnel In Public Schools

The Commission recommends that a State Board for Professional Personnel in Public Schools be created for Ohio. It should be representative of teachers, school boards, colleges of education, the State Department of Education, and the Ohio Board of Regents, and should have responsibility, authority, budget, and staff for determining policy governing the preparation and certification of all professional public school employees in the State.

While the focus of this report has been specifically on the preparation and certification of teachers, the training and certification of administrators and other professional personnel is closely related. There are several logical reasons for placing the responsibilities for certification and training of all professionals in public schools under the direction of one Board. First, they all share responsibilities for the education of children. Second, they are trained in the same colleges and universities and it would be an unwise use of time and funds to have universities responsible to one board for their programs of training teachers and responsible to another agency for training other school professionals. Third, the proposed Board for Professional Personnel should have full representation of teachers, administrators, and teacher educators and will have the expertise to deal with all groups. Finally, and perhaps most importantly, the coordination achieved by the Board has the potential for bringing about a much needed interaction between the preparation of teachers and the preparation of administrators and supervisors. The isolation within which each group has typically been prepared has worked to the detriment of both.

In summary, the Board for Professional Personnel in Public Schools will have broad responsibilities for the preparation and certification of teachers and other professional personnel and will work in close harmony with the Ohio Board of Regents and the State Department of Education. More specifically, the Board will be charged with the following functions:

1. **Accreditation of Teacher Education Programs.**

   The Board will establish standards for the accreditation of college and university teacher education programs and administer accreditation of programs.

2. **Accreditation of Preparation Programs for Administrators, Supervisors, and Professional Specialists.**

   The Board will establish standards for the accreditation of preparation programs for administrators, supervisors, and professional specialists and administer accreditation of programs.

3. **Specialization by Colleges and Universities.**

   The Board will seek opportunities to improve the total program of the State for preparing professional personnel through appropriate institutional specialization in programs offered and take the feasibility of specialization into account in accrediting programs.

4. **Certification of Teachers.**

   The Board will establish standards for the two levels of teacher certification recommended in this report and the State Department of Education shall administer certification of teachers.

5. **Certification of Administrators, Supervisors, and Professional Specialists.**

   The Board will establish standards for the certification of school administrators, supervisors, and professional specialists, and the State Department of Education will administer certification of these employees.

6. **Coordination of Clinical Experiences for Preservice Teachers.**

   The Board will coordinate the work of schools and colleges in providing high quality clinical experiences required for teaching candidates. This will call for greatly increased involvement by colleges and universities and extensive regional planning.

7. **Direction of the Internship Program.**

   The Board will develop standards for Initiation Schools, solicit proposals from school districts, select Initiation Schools, and monitor their performance.

   The Board will establish standards for Training Teachers for Initiation Schools and approve their appointment by school districts.

   The Board will establish policies for the efficient selection, placement, and review of interns, and oversee the placement of interns.

8. **Maintenance of Manpower Data on Teaching.**

   The Board will establish and maintain essential data on current needs for teachers in various subject matter fields, grade levels, and teaching specializations. In addition to current data, education personnel needs will be projected over five- and ten-year periods to provide a data base for making informed decisions regarding enrollment in teacher education programs.

9. **Leadership in Programs for Professional Growth.**

   The Board will serve as a focal point for information on programs for professional growth being carried out within the State and nationally. It will encourage districts to pool their resources in providing joint programs where such action will improve results, and will assist colleges of education in coordinating their activities to the greatest benefit of teachers in their areas.

Composition

The Board for Professional Personnel in Public Schools will consist of five classroom teachers, three superintendents, one elementary school principal, one secondary school principal, five teacher educators, one member of the State Department of Education, one member of the Ohio Board of Regents, and four public members selected at large including two current members of boards of education. The members of the Board will be appointed by the Governor from a list of recommended candidates provided by appropriate organizations.

Four classroom teachers will be appointed from recommendations of the Ohio Education Association, one from recommendations of the Ohio Federation of Teachers. Superintendents will be appointed from a list approved jointly by the Buckeye Association of School Administrators and Ohio School Boards Association. Principals will be appointed from a list provided by their respective associations of secondary and elementary school principals, and teacher educators will be appointed from a list approved by the Ohio Association of Colleges of Teacher Education. Members representing the State Department of Education and the Ohio Board of Regents will be recommended by their respective boards. The public members of the Board should be appointed from citizens who have demonstrated interest and leadership in public school education and with recommendations of the Ohio School Boards Association with respect to current board members.

Organization

The staff of the Board for Professional Personnel in Public Schools will be headed by an Executive Director who will have overall

responsibility for carrying out the functions of the Board according to its established policies. He will also act as liaison with the Ohio Board of Regents and the State Department of Education. Four key staff positions will be needed: Director, Accreditation and Standards for Certification; Director, Internship Program; Coordinator of Clinical Experience; Coordinator of Professional Development.

Director, Accreditation and Standards for Certification

Specific duties will include:

1. Develop and maintain standards for the accreditation of programs for the preparation of teachers and other professional school personnel.
2. Direct the evaluation of programs and present recommendations of evaluators to the Board.
3. Develop and maintain standards for the certification of teachers and other professional school personnel.
4. Determine manpower needs for teachers and insure that available information is distributed to high school counselors and admissions officers of colleges and universities.

Director, Internship Program

Specific duties will include:

1. Develop criteria and procedures for selecting schools for the training of interns.
2. Develop criteria and procedures for selecting training teachers to staff the Initiation Schools.
3. Recommend and implement pay schedules for training teachers and interns.
4. Establish and implement procedures for placing interns in Initiation Schools.
5. Develop procedures for the review and certification of interns.
6. Monitor the quality of training provided to the interns in the Initiation Schools.

Coordinator of Clinical Experience

Specific duties will include:

1. Develop standards and procedures for preservice clinical experiences.
2. Assist teacher education programs in establishing collaborative arrangements with area public schools for the development of preservice clinical experiences.
3. Design and coordinate regional networks of public schools and universities to facilitate efficient collaboration.
4. Establish a communications link among colleges and universities for the exchange of ideas regarding clinical experiences.
5. Develop procedures for the selection of cooperating teachers.

Coordinator of Professional Development

Specific duties will include:

1. Maintain current data on significant programs being undertaken throughout the country including evaluations of results.
2. Disseminate appropriate information to districts and colleges of education regarding successful programs.
3. Assist districts in arranging regional programs to avoid duplication of planning and best use of resource personnel.
4. Coordinate offerings of colleges of education to best meet regional needs.

Recommendation 1

State Board for Professional Personnel in Public Schools

A State Board for Professional Personnel in Public Schools should be created to establish standards for the accreditation of colleges of education and to accredit these institutions; to establish standards for the certification of all professional personnel employed in public schools; to assist in the development and coordination of preservice clinical experiences of college students; to administer a program of teacher internship; to provide leadership in programs of professional growth. Its membership will consist of five classroom teachers, three superintendents, one elementary school principal, one secondary school principal, five teacher educators, a member of the State Board of Education, a member of the Ohio Board of Regents, and four public members including two current members of boards of education, all to be appointed by the Governor. The Board will be appropriately staffed and funded to carry out its responsibilities.

Summary of Recommendations

Five-Year Programs of Teacher Education

Teacher preparation in the State of Ohio should be conducted in the context of a five-year combined bachelors and masters program of study and training.

Professional Level of State Support

The three years of teacher education should be raised to the professional level of support by the State.

Professional Laboratory Experiences

All prospective teachers should complete a carefully sequenced program of professional laboratory experiences in order to more realistically and effectively meet the demands of classroom instruction.

Teacher Education Councils

Each college initially preparing teachers should institute a Teacher Education Council with balanced representation from schools, school boards, and colleges of education. The Teacher Education Council will be charged with the responsibility to establish and to implement policy for its teacher education program. The Teacher Education Council should be able to make decisions about all aspects of teacher education programs and will give particular attention to the implementation of the professional laboratory experience component of the program.

Selection of Students Into Teacher Education Programs

Teacher preparation programs should develop broader criteria and more rigorous policies of selection. Criteria for admission should be consistent with the specific goals of the program and should include measure of intellectual competence, ability to succeed in academic course work, facility in dealing with children, and commitment to the teaching profession. Each teacher training institution should take immediate steps to develop valid and reliable measures of these necessary dimensions of teacher properties.

Reduction of the Number of Students Entering Teacher Preparation

Colleges and universities of Ohio should drastically reduce the number of students they are preparing for teaching. The resources saved by this decrease should be used to improve the quality of existing training programs.

Manpower Data System

A statewide system for providing manpower data on careers in teaching should be established. The manpower data system should provide current information on the needs for teachers in various subject fields, grade levels, and areas of specialization. Further, the manpower data system should provide predictions of the needs for educational personnel for five- and ten-year periods. This information should be widely distributed throughout the high schools, and colleges of the State.

Further Training for Teacher Educators

The teacher education faculties of each institution in the State should enhance the quality of their own teaching. Four measures are recommended to achieve this end:

First, each teacher education faculty should have specific programs which lead to the increased teaching competence of the individual faculty members.

Second, each faculty should have a clear policy that, except for rare situations, demonstrated capacity to teach be considered as the most important criterion for promotion and tenure.

Third, professors of education engaged in teacher training should themselves teach, or be intimately involved in the instructional program of an elementary or secondary school, for one year out of every five years. While the specific length of time for this period of service in the schools and the exact functions to be performed should be left up to schools and colleges to arrange, the period of time should be in the proportion of one year out of every five.

Fourth, highly skilled elementary and secondary school teachers should be invited regularly to the training institutions to instruct future teachers.

Fifth-Year Programs

Approximately eight intensive fifth-year programs leading to a masters degree and initial certification for teaching should be established throughout the State.

Two-Year Teaching Internship

All beginning teachers in the State of Ohio should complete a two-year teaching internship. Each intern will be part of a four teacher team, composed of two specially selected and trained experienced teachers and a first- and second-year intern. In an elementary school, each team of four will have joint teaching responsibilities for what are normally three regular classes in the district. In a high school, each team will have a teaching load equivalent to that of three regular teachers in the district.

Training Teachers

To support the beginning teachers in their internship, approximately 17,000 of the State's finest teachers should be selected and prepared to be training teachers. Training teachers will receive additional remuneration for their services from the State.

Initiation Schools

Approximately 1,000 Initiation Schools, to be staffed completely by teams of training teachers and interns, should be established. These Initiation Schools will be situated throughout the State, reflecting the geographic and social characteristics of the State.

The Intern Review Board

Each intern teacher seeking to become a certified teacher must present evidence of his qualifications to an Intern Review Board toward the end of his second year of internship. Each Intern Review Board will be composed of two training teachers, two experienced teachers, an administrator, and a college or university teacher educator. The five public school members of the Review Board will be from outside the district served by the Review Board. At least one third of the members of the Review Board will be changed each year. The State will compensate school districts for special costs of substitute teachers that may be incurred.

The Financing of Initiation Schools

The cost of Initiation Schools should be borne by the school district and the State with the State assuming the cost of the extra

compensation of training teachers and one half the cost of interns.

Out of State Teachers

Teachers from out of State with one year of experience or less must have a two-year internship before they become certified as teachers. Out of State teachers with two years of experience must have a one-year internship. Experienced teachers with three or more years of experience must present their case to a Review Board which will decide on the appropriateness of the internship for certification as a teacher.

Teachers Returning to the Profession

Each teacher who has been away from classroom teaching for five years or more and who is seeking re-employment must submit his case to a Review Board. The Review Board may reject the applicant, assign him to an Initiation School for added training, accept the applicant upon condition of completing a particular program of training experiences, or certify the teacher with no additional requirements.

Professional Growth Responsibilities of Individual Teachers

Each teacher should be engaged in a clearly specified program of professional growth. Satisfactory completion of this program will be considered as one of the conditions of continued employment.

Professional Growth Responsibilities of School Districts

Each district should establish a professional growth program which meets the following four criteria:

1. Maximum involvement of teachers in planning and implementation.
2. A rich variety of experiences which draws upon resources from colleges and universities, its own and surrounding districts, and from the community at large.
3. Development of professional growth credits which permit teachers to achieve salary increases commensurate with their professional growth.
4. Allocation of appropriate professional growth funds in annual operating budgets of school districts.

The Role of Universities

Each university offering graduate programs for teachers should:

1. Assist teachers in upgrading their subject matter competence.

2. Provide for clinical training of teachers in graduate programs.
3. Train teachers in new technologies of classroom instruction.
4. Appoint an Advisory Council of teachers and administrators to participate in the planning, development, and evaluation of graduate programs.

Teaching Intern Certificate

A Teaching Intern Certificate should be issued to those persons who successfully complete a combined bachelors-masters program of teacher education in the State of Ohio and who are fully recommended for such a Certificate by the appropriate program officer. A Teaching Intern Certificate will be a prerequisite for obtaining admission to an Initiation School internship.

Permanent Teacher's Certificate

A Permanent Teacher's Certificate should be issued by the State to those persons who successfully complete an Initiation School internship and who are recommended for such certification by the appropriate Review Board. Interns may become eligible for teacher certification after two years of internship. If they are refused certification, they may reapply twice after intervals of one year, unless the Review Board shows cause why they should not reapply.

Standards for Certification

New standards for certification should be developed to reflect opportunities in the enlarged five-year program and to guide decisions of Intern Review Boards.

State Board for Professional Personnel in Public Schools

A State Board for Professional Personnel in Public Schools should be created to establish standards for the accreditation of colleges of education and to accredit these institutions; to establish standards for the certification of all professional personnel employed in public schools; to assist in the development and coordination of preservice clinical experiences of college students; to administer a program of teacher internship; to provide leadership in programs of professional growth. Its membership will consist of five classroom teachers, three superintendents, one elementary school principal, one secondary school principal, five teacher educators, a member of the State Board of Education, a member of the Ohio Board of Regents, and four public members, including two current members of boards of education, all to be appointed by the Governor. The Board will be appropriately staffed and funded to carry out its responsibilities.

Appendix

Competency-Based Teacher Education

A recurring problem in education has been the inability to critically examine an idea, refine and test the idea, and then accept, reject or modify the idea based upon firm research evidence. While this reasonable approach to innovation is given ample lip service, unfortunately, it is rarely used. A far more common approach is to argue vehemently for or against an idea, making a decision regarding its merit or demerit on little evidence. One predictable outcome of such a strategy is to divide educators into opposing camps before it is clear what is being proposed. A second predictable outcome is that ideas frequently are aborted before they can be seriously considered in full detail.

Competency- or performance-based teacher education is a growing movement within the teacher education community which essentially focuses on what the teacher can do to help children learn, not simply on what the teacher knows. Competency-based programs are designed on the premise that the program should prepare teachers to accomplish observable goals. Competency-based teacher education is predicated on the following assumptions:

1. There are specific skills, strategies, and dispositions which the beginning teacher should possess to be effective with children.
2. Certain of these skills, strategies, and dispositions should be chosen and made the core of the program of training.

3. The behaviors which constitute successful performance of each skill should be clearly stated and these should be the criteria of successful completion of the teacher education program.
4. Since teacher education students differ one from the other, they should be able to move through the program at their own rate, depending on their ability to demonstrate mastery of the various skills.

Competency-based teacher education is the most hopeful development in teacher education in recent decades. It is our considered opinion, however, that competency-based or performance-based teacher education should not be an idea which suffers from the usual fate of education innovations. We feel that the attempt to move teaching from a stage which is preoccupied with folklore and collective wisdom passed from generation to generation is a laudable attempt. There is a compelling logic behind the notion that teachers should be taught and evaluated on their demonstrated performance rather than their number of course credits or amount of knowledge about teaching, which may or may not be translatable into practice.

One difficulty, in fact, with competency-based or performance-based teacher education is that it is so compelling that few people really anticipate the great difficulties to be overcome when designing and implementing such a program. Two brief points may suffice to indicate these difficulties. First, the question must be addressed as to which skills will be deemed important enough to be given attention during the training program. In training airline pilots, most of us would agree upon a defined set of skills which all pilots should develop to a fine degree of proficiency. With teaching, the set of skills is more difficult to obtain, particularly if one attempts to reach consensus about a particular set of skills. One of the great advantages of performance-based teacher education is that it makes us be explicit about what skills we value rather than allowing us to speak in vague generalities about being able to "motivate children" or "teach creativity." While we gain in explicitness, the task of selection of which skills we teach remains formidable. It is not insurmountable, but its accomplishment does call for much time and thoughtful interchanges among people of many theoretical and philosophical perspectives.

A second problem connected with the implementation of performance-based teacher education is the inordinate amount of time required to design pre-tests, activities, and post-tests for each skill selected. For example, most of us would agree that teachers should be able to lead group discussions and that this skill should be developed. Assume one has 500 students entering a teacher education

program each year and one wishes to design a small unit to teach that skill. First, the behaviors required to lead a group discussion would have to be specified. Then a pre-test would have to be developed to determine the initial level of competence for each teacher. Next, a set of exercises and activities need to be designed to enable teachers in training to develop this skill. Finally, a post-test needs to be developed and options made available for recycling the teacher trainee through the activity, if an unsatisfactory performance is achieved. Realizing that 500 students (in some cases it may be 1,000) need to develop this skill each year and realizing there are hundreds of skill dimensions to be developed, it should be obvious that performance-based teacher education is not a "gimmick" which can easily be "installed." The idea represents an investment in time, money, and effort which will require several more years of development before a fair assessment can be attempted.

It is our considered opinion that performance-based teacher education represents an idea of sufficient promise to be nurtured, supported, and developed. The University of Toledo has worked for several years to develop their performance-based program to its present stage. We feel they have worked cautiously and wisely to build their program with a few components developed for the entire program. This program, as well as others that are gradually developing, should be encouraged and supported without the usual pressure to demonstrate "results" before it is reasonable to expect results. It would be premature to recommend that all programs in Ohio should institute performance-based teacher education. It would be equally premature to dismiss the idea before adequate testing.

Other Commission Reports

- **Organizing for Learning**
- **Organizing for Learning II: Paths To More Flexible Staffing**
- **Teacher Tenure**
- **Teacher Evaluation To Improve Learning**
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